A

DISTRICT OFFICE

IN NORTHERN INDIA.

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WITH

SOME SUGGESTIONS ON ADMINISTRATION.

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PREFATORY NOTE.

THE appearance of the following pages is attributed by its author to his sojourn for several years at what is usually called an Indian Penal Settlement, that is to say, a station containing scarcely any European inhabitants. Among the effects of such a residence may be noted two, which have probably had a good deal to do with the genesis of this book.

First, one's own ideas appear, from the fact of there being hardly any one to criticise them, of exaggerated value; and *secondly*, one is seized by an almost incontrolable desire to come into contact with the outside world, in the only method available, *viz.*, by rushing into print.

Had circumstances been different, it is probable that wiser counsels would have prevailed, and the following lines remained in the obscurity which originated them.

Should, however, any of his suggestions be of the least use to young officers, or lead to discussion of, and comparison of experience upon, the important subjects mooted, the author will feel that his labours have not altogether been thrown away.

The obvious omission of proper references to Government orders, circulars and other authorities, which might have proved useful even to those who attach no

value to the original suggestions of the work, may be subsequently supplied, should it escape total condemnation at the hands of the public. "Provincial" colouring, and that for which the surroundings alluded to are responsible, must be pardoned as inevitable. Similar remarks apply to the didactic nature of much of what has been said.

RAE BARELI, OUDH; C. W. WHISH.
April 1892.

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PART I.

OF THE DISTRICT OFFICE IN GENERAL.

CHAPTER 1.

THE DISTRICT STAFF AND THEIR DUTIES.

THE following remarks apply more particularly to the North-Western Provinces and Oudh, though a good many are doubtless applicable, *mutatis mutandis*, to other portions of the empire.

According to the present condition of the majority of districts, the whole of the public offices not directly under the Imperial Government (such as Customs, Post Office, Telegraph, &c.) are assumed to belong to the District Office. Thus the departments severed from the parent stem under the local self-government scheme (Municipalities and District Boards) are still treated as undivided members of the official family. A District Office may be divided into the following 10 departments :—

1. The English Office including two sub-divisions :—
 (i) The Revenue or General Office and (ii) the Judicial or Criminal Office.
2. The Treasury.
3. The District Board's Office.
4. The Municipal Office.
5. The Court Establishments.
6. The Record Office.

7. The Munshikhana or General Head-quarters' Vernacular Office.
8. The Department of Land Records and Agriculture, or Kanungo's Establishment.
9. The Nazarat or Department of General Office Superintendence, including the control of the Ministerial Establishment.
10. The Tahsil, Local or Sub-district Office.

To these must be added—

11. The Court of Wards Office, or the Establishment for the Official Management of Estates (where it exists), and
12. The Registration Department.

Again, to these might be added the following 6 departments over which a District Officer has more or less control—

13. Education.
14. Public Works.
15. Medical and Sanitary Staff.
16. Jail.
17. Police.
18. Opium.

Nos. 13, 14, and 15 may be looked upon in one sense as branches of No. 3.

Of the first three departments of this second list, the chief officer of the district has the control in virtue of his position as Chairman of the District Board; of the second two as the chief magisterial authority; and of the last as the chief revenue authority in the district, though in this latter case the control is merely nominal. All these latter departments are under the control of special depart-

mental officers, so that it will be unnecessary to discuss the functions of the officials composing the staff attached to them. All have, or should have, offices separate and distinct from that of the district.

A District Office might also be broadly divided into the English Department, the Department partly English and partly vernacular, and the Department wholly vernacular. Of the 10 sub-divisions given above, the first two are wholly English, the third and fourth are mixed, and the rest wholly vernacular. Before proceeding further a few words seem necessary as to each of these 10 sub-divisions, although references will be found to the whole 18 in different portions of the work. Special chapters are devoted to the following :—

The English Office (including the English portion of the District Board and Municipal Offices), Treasury, the Record Office, the Department of Land Records and Agriculture, and the Nazarat, so that there only remain the 5th, 7th, and 10th items for notice in this place.

Item 5.—The Court establishments do not call for any remark ; they consist, as their name implies, of the staff of clerks considered necessary to conduct the work of, and keep up the registers and returns required from, the various courts of justice.

Item 7.—The term Munshikhana refers rather to a place than to an office, though in a restricted sense it may be taken to mean the staff of clerks kept to carry on the miscellaneous and general vernacular work of a district, the most important item of which is the collection of the land revenue.

Besides this special function, the Munshikhana is the place where the vernacular portions of all the above-mentioned 10 regular departments are located, when they have no special place assigned to them. Thus the vernacular staff of the District Boards and Municipal Offices, and the whole of the Land Records or Kanungo's Establishment, appertain to the Munshikhana.

Item 10.—The Tahsil Office will be described in detail in a special chapter also ; but it may be generally stated here that it represents in many ways, as it were in miniature, the District Office of which it is a sub-division. Thus the Tahsil Office will be found to have a small Court Establishment, Treasury, Record Office, Nazarat, Kanungo's Establishment, and Munshikhana of its own. The latter department consists principally of the staff intended for the collection of land revenue, and this and the Kanungo's Establishment are both particularly strong, as they represent the working portions of the two departments.

A great deal of what has preceded will, of course, be unintelligible to a person unacquainted with India, until the special chapters referred to, or the glossary, have been consulted, but it was impossible, in treating of the office as a whole, to avoid this. What follows will, it is hoped, seem less obscure.

It will be convenient now to regard the establishment as a whole, the individuals composing it being arranged according to the salary they receive. The office certainly ought to be worked as a whole, which would be one step towards preventing the jealousy and friction which too often exists between the sub-divisions, greatly to the

detriment of the administration. With regard to promotion too, this is the only fair method of procedure. Unless this is done, certain departments will be sure to be neglected because they have no one to advocate their claims.

To prevent confusion a column is added to the following list showing to which of the abovementioned 10 departments each official belongs. Officials belonging to the 8 "special" departments have not been included in the list, because they cannot be conveniently graded with the regular staff.

List of District Officials according to salary.

1	2	3	4	5	6
Serial No.	Names of officials.	Pay.	Department or sub-division of office.	Duties.	REMARKS.
	DEPARTMENT I.—MENIAL SERVICE.				
	CLASS I.—*Inferior menial service, unpensionable.*				
		Rs.			
1	Sweepers ...	5	Nazarat ...	House-hold services.	
2	Mirdahas or chain-pullers.	5	Do. ...	Survey operations.	
3	Harkaras or post-runners.	5	Do. ...	Carrying of letters.	
	CLASS II.—*Inferior menial service, pensionable.*				
4	Tent-pitchers ...	5	Nazarat ...	As the name implies.	
5	Orderly peons or messengers.	5	Do. ...	Do.	
6	Tahsil messengers ...	5	Do. ...	Do.	
7	Process-servers ...	5	Do. ...	Do.	
	CLASS III.—*Superior menial service, pensionable.*				
8	Literate peons or messengers.	5 to 8	Nazarat ...	Clerical work connected with ministerial staff.	
9	Jamadars or head messengers.	10	Do. ...	Superintendence of messengers.	

1	2	3	4	5	6
Serial No.	Names of officials.	Pay.	Department or sub-division of office.	Duties.	REMARKS.
DEPARTMENT II.—INFERIOR SERVICE WITHOUT RESTRICTION AS TO EDUCATIONAL QUALIFICATION.					
			CLASS I.—*Unpensionable.*		
10	Pound clerks ...	5 to 10	Munshi-khana.	As the name implies.	Officials of this class are not usually promoted unless for exceptionally good service; but see remark opposite Department III.
11	Weeders	10	Record Office.	Destruction of useless records.	
12	Copyists	10to15	Ditto	As the name implies.	
13	Octroi moharirs or tax clerks.	8 to 12	Municipality.	Collection of octroi duty.	
14	Tahvildars or sub-treasurers.	15	Treasury	As the name implies.	
15	Chaukidari moharirs or village constabulary accountants.	15	Munshi-khana.	Ditto.	
			CLASS II.—*Pensionable.*		
16	Basta-bardars or record lifters.	6	Record-room.	As the name implies.	This small class seems somewhat out of place, but is retained in its position in order to preserve the continuity of the arrangement.
17	Daftaris or stationery superintendents.	10	English Office.	Ditto.	
DEPARTMENT III.—SUPERIOR SERVICE, UNPENSIONABLE.					
18	Dastak clerks or process writers.	20	Nazarat ...	As the name implies.	*N.B.*—Deserving officials of the unpensionable grades may be promoted to posts carrying an equal salary in the pensionable lines. Similarly incumbents of pensionable posts may be promoted to unpensionable offices on an enhanced salary should they desire the step.
19	Head copyists ...	20	Record Office.	Ditto.	
20	Treasurers ...	20	Treasury	Ditto.	
21	Local fund ahalmads	25	District Boards' Office.	Accounts and clerical work of District Board.	
22	Conservancy inspectors.	25	Municipality.	As the name implies.	
23	Municipal clerks ...	25	Ditto ...	Ditto.	
24	Octroi superintendents.	40	Ditto ...	Ditto.	
25	District Board clerks	65	District Boards' Office.	Ditto.	

1	2	3	4	5	6
Serial No.	Names of officials.	Pay.	Department or sub-division of office.	Duties.	REMARKS.
	DEPARTMENT IV.—SUBORDINATE SUPERIOR SERVICE, PENSIONABLE.				
	CLASS I.—*Departmental clerks, 4th grade.*				
26	Naibs or Assistant Nazirs.	10to12	Tahsil ...	Distress, general office superintendence and miscellaneous accts.	In Oudh only.
	CLASS II.—*Departmental clerks, 3rd grade.*				
27	Siaha navis or vernacular accountants.	15	Tahsil ...	Keeping of sub-treasury accounts.	
28	Miscellaneous moharirs.	15	Do. ...	As No. 26, excepting distress.	
29	Stamp clerks ...	15	Treasury	Clerical work & accounts in connection with stamps.	
30	Court ahalmads or departmental clerks.	15	Court establishment.	Clerical duties of courts of justice.	
31	Excise clerks ...	15	Munshi-khana.	Keeping of excise accounts and papers.	
	CLASS III.—*Departmental clerks, 2nd grade.*				
32	Assistant record-keepers.	20	Record Office.	As the name implies.	
33	Wasilbaki navises or local revenue accountants.	20	Tahsil ...	Ditto.	
34	Assistant general moharirs.	20	Munshi-khana.	Miscellaneous clerical work of Collectors or Dy. Commissioner's Office.	
	CLASS IV.—*Departmental clerks, 1st grade.*				
35	General moharir ...	30	Munshi-khana.	As the name implies.	
36	Statistical clerks ...	30	Ditto ...	Ditto.	

1	2	3	4	5	6
Serial No.	Names of officials.	Pay.	Department or sub-division of office.	Duties.	REMARKS.
	DEPARTMENT V.—SUPERIOR SERVICE, PENSIONABLE.				
37	Assistant munsarims	40	English Office.	Judicial work of English Office.	In Oudh only.
38	Readers or peshkars, 3rd grade.	40	Court establishment.	Head of establishment attached to a court of justice.	
39	Assistant head clerks	50	English Office.	As the name implies.	
40	Nazirs ...	50	Nazarat ...	As No. 26.	
41	Naibs or assistant tahsildars.	50	Tahsil ...	Assistant to tahsildar.	
42	Wasilbaki navises ...	50	Munshi-khana	See No. 33.	
43	Deputy munsarjms ...	60	English Office.	As No. 37 ...	Ditto.
44	Readers or peshkars, 2nd grade.	60	Court establishment.	As No. 36.	
45	Readers or peshkars, 1st grade.	80	Ditto ...	Ditto.	
46	Revenue superintendents.	100	Munshi-khana.	Principal assistant to the district officer in the Revenue Department.	
47	Judicial superintendents.	100	Ditto ...	Principal assistant to the district officer in the Judicial Department.	
48	Munsarims or court superintendents.	125	English Office.	As No. 37 ...	Ditto. This strong judicial establishment in Oudh is a relic of the past, when the work of the Civil Courts was amalgamated with that of the District Office.
49	Head clerks ...	150 to 200	Ditto ...	Principal assistant to district officer in the English Department.	

It is necessary to notice in this place the first and fourth departments, as these alone admit of general remarks. In regard to particular and special duties full details will be

found, under the various headings concerned, in subsequent chapters.

Department I.—Menial Service.

A good deal of the efficiency of the administration and also of the well-being of the people depends upon the way in which menial servants perform their duties. Much, of course, depends upon the care exercised in the selection of individuals for these posts, and the degree of supervision that is exercised over them; but the observance of a few simple rules will also greatly tend to prevent them from abusing their position.

It is advisable to guard against any attempt on the part of menial servants, particularly orderly peons, to make themselves *indispensable* to their masters. As a rule their service is best rendered in mute fashion, and any attempt on their part to speak unless in answer to a question, should be promptly suppressed. It is scarcely necessary to state that the highly objectionable practice of officers taking such persons with them from one district to another, will almost certainly lead to their endeavouring to persuade the people that they are thus "indispensable."

The consequences will probably be that the character of the officer concerned will suffer, and illegal gratification will be taken by the subject of his ill-advised partiality, under pretence of influencing him in his official actions. Messengers should have a district uniform, that for the Sadar being different from that of the Tahsil establishment. If Government sanction cannot be obtained to the

purchase of uniform, messengers should be directed to dress in clothes of a uniform pattern.

When messengers are employed on any distinct work, the date and hour of their proceeding to perform it should be recorded, and a certain time be allotted them for the purpose, which should not be exceeded without good reason.

About 15 miles a day is a fair average journey for one man. Work should be so arranged that the same tract of country is not traversed twice.

Department IV.

A departmental clerk or ahalmad is, as his name imports, the official to whom the special superintendence of the papers relating to any particular department are made over. He is, of course, liable to perform any other work at the discretion of the head of the office. The first and most important duty of an ahalmad is to keep all his papers in order, and to be very careful that no paper is outside its proper bundle or basta. All papers should be arranged in order of date, and in the case of orders which have not been carried out, an entry of the reason should invariably be made.

An ahalmad should keep four bastas or bundles of papers. The first should contain all current papers which have to be brought before the officer in charge of the department; the second should contain all papers on which orders have been passed that are in process of being carried out; the third should contain all papers that are in process of being made into misls or records; and the fourth complete

misls or records, which are ready to be deposited in the record-room. Each bundle should be clearly labelled. An ahalmad should compare the papers actually received by him with the chalan or invoice to see that nothing is missing. All papers unconnected with any previous ones should at once be brought upon the misl band or file register, and those appertaining to papers already pending consigned to their respective places.

The distinction between the head-quarters and the sub-divisions of a district (or tahsil) will have been noticed. Care has to be taken by a District Officer to hold the balance true between the Sadar (or head), and Tahsil (or local sub-divisional), offices. The officials of the former are generally anxious to establish a kind of usurped authority over the head of the local office or *tahsildar*. In his turn the tahsildar sometimes tries to prevent the officials of the head office from doing their duty in bringing the delinquencies of his office to light. Both tendencies have, of course, to be resisted, and while the officials of the head office must not be allowed to wield the authority of their master, they must not shrink from bringing to light local derelictions of duty, even if they involve blame to the tahsildar personally.

Differences of opinion will probably exist as to whether it is advisable to amalgamate the staff of the departments classed as "special" with that of the 10 regular departments. If they are kept distinct, it still will be well to have a list of officials and candidates as for the "regular" staff. If the whole service is thrown into one, officials may be interchanged between pensionable and unpensionable

appointments according to the principles laid down in the note opposite Department III, *supra*, page 14. It will be observed that the list of officials contains no mention of any belonging to the Department of Land Records and Agriculture. The reason of this is that appointments can only be made to this Department of candidates who have passed the special departmental examination. But there is no reason why kanungos should not be promoted in the regular line, and it is the desire of the Supreme Government that they should be so rewarded for good work. They should be promoted to the 5th Department or that of superior service.

Chapter 2.

Appointment, Promotion, Leave, and Punishment.

The present seems the proper place for offering suggestions as to the appointment, and treatment when appointed, of the district staff.

i. *Appointment.*—The observance of some regular system of making appointments to the Government service is one of the most important details of district administration. Only under the most exceptional circumstances should any one be appointed unless his name has been previously entered in a register of approved candidates, and, of course, unless certain required conditions have been fully satisfied.

It is not, perhaps, too much to say that nothing has been productive of more evil in the administration of India than laxity of system in the matter of appointments

to the Government service. In some localities favouritism has prevailed to an extent which is almost inconceivable, and the result has been that the Government service has been debased into a kind of monopoly or close preserve for certain individuals, families, or cliques. No matter how watchful his supervision may be, a District Officer will find himself constantly having to check party or individual intrigue in this respect. Party intrigue will usually take the form of organised opposition to the entry into the public service of any but a *soi-disant* privileged class or classes: individual intrigue will usually take the form of an endeavour to reserve appointments for relatives and hangers-on, who have followed their patrons in the subordinate service from district to district in hopes of employment. It is hardly necessary to remark that the last mentioned most objectionable practice should be absolutely prohibited, and officials detected in it after due warning considered unfit, certainly for promotion, if not for the Government service at all. It is, indeed, hardly necessary to enlarge upon the evils of the oriental curse of favouritism, but while on the subject a few words of comment may not be out of place. The Government, as the largest employer of labour in the country, has a right to demand the most able workmen that the country can supply; besides which it is doing a grievous wrong to the people at large to employ any but the most able and efficient instruments available in the administration. It follows that the public service must be open to all, and all nepotism and undue influence eradicated if success is desired. The above remarks must not be taken to

depreciate the advantages of birth and good family in regard to the public service. On the contrary, good birth is usually a guarantee for a certain amount of immunity from the vulgar vices most objectionable in a public servant. But birth is only one among a large number of necessary qualifications, and undue weight must not be given to it.

In every case where the public service at large would be a loser by the exclusion of an individual chosen from even the lowest stratum of society, unreasoning prejudice against his origin should be powerless to exclude him. It is, of course, notorious that an aristocracy not recruited, at least to a certain extent from below, tends to deteriorate.

The inferior class of public servants obtained where it prevails is not the only evil of favouritism : where it exists there is absolutely no stimulus to good work on the part of those individuals who have obtained office, when they know that merit is powerless against favour.

With these preliminary remarks we may proceed to consider the principles on which a register of candidates should be compiled. Whenever an addition to the list of candidates is considered desirable, the fact that new names are about to be registered should be made as widely known as possible. At the same time the fact might and should be notified that preference will be given to district candidates, and that therefore candidates from outside come at their own risk and have no claim to appointment.

2. Secondly, the notice regarding candidates should specify the kind of appointment likely to be vacant, and the date on which selections will be made: it should also

specify the conditions on which appointments will be made.

3. In case of doubt as to the qualifications of various individuals, they should be determined by examination, marks being given for good family, physical qualifications, previous service and other claims, as well as for answers to examination questions.

4. Not more than one relative of any official residing within the district should under any circumstance be appointed, and, as a rule, when so appointed, should be transferred to another district.

5. Registered candidates allowed to work as apprentices must attend office regularly like officials, and will lose their place if absent otherwise than on leave.

6. Menial servants who have worked with credit are entitled to have their heirs entered as candidates. In special cases when menial servants have died without obtaining pension, their heirs may be appointed direct if they have done really good work. In other cases the heirs will be entered after the candidates already on the list, on the date of their ancestor going on pension.

7. No candidate should be allowed to appear unless he possesses, besides the Government educational qualifications, three certificates. First, a certificate of good moral character ; secondly, a certificate of fitness for apprentice work ; and thirdly, a certificate or bond from some wealthy person binding him to support the candidate for at least a year during his term of apprenticeship.

8. Candidates may be divided into six classes. First, those who have served or are serving in a Government

office ; second, those who have held unpaid positions of responsibility in a Government office ; third, those who have served without pay in a Government office, but not in positions of responsibility. These three classes may be arranged in order of continuous attendance at office whether paid or unpaid. The fourth class may comprise candidates who have passed both the Government middle class examination, and also an examination by a competent officer as to their fitness for office work. The fifth, those who have passed the former but not the latter. And the sixth, those who have passed neither. The last three classes are supposed not to attend or have attended office, and should be arranged in order of permission for the entry of their names in the book of candidates.

9. Candidates from the lower classes who have qualified for entering into the upper ones by service in the office should be posted accordingly from time to time. This should, of course, be done before the book is used for making appointments. Special books should be kept for candidates for employment in the departments classed as "special" in Chapter 1. The number of candidates should be proportionate to the number of vacancies likely to occur within the year ; matters being so arranged that approved apprentices have not to wait more or much more than 12 months for permanent employment. Each candidate should be made over to a special office or officer. The headings suggested for the register of candidates will be found in the Appendix,

ii. *Promotion.*—To assist the District Officer in making promotions, there should be in every District Office a regis-

ter or list of the entire staff which may be prepared according to the classification in Chapter 1, or any other which commends itself to the District Officer. The headings suggested for the register will be found in the Appendix.

Names should be arranged in order of length of continuous service. For the purpose of deciding what is continuous service a definition may be suggested. Continuous service in the District Office may be defined as service interrupted only by absence on leave, or service in the Settlement Department. No other service, such as service in the Opium Department, under a Municipality, &c., can count. The only difficulty that occurs is in filling up the column relating to fitness for promotion. For an inexperienced officer no plan could be better than to have these entries made on the report of a Committee of as many of the District Staff, Deputy Collectors and Tahsildars, as can be got together. If this is not done, it will usually be *believed* that the District Officer is in the hand of the principal native official in his office, and even if this is not the case, illegal gratifications will probably be taken. Even should a District Officer know every official on his staff so well as to be able to decide himself as to his qualifications, he should invariably take into consideration the reports of European or Native Officers under whom those officials are or have been working before filling up this column. The register being complete, promotions will be easily made from it. It should ordinarily be made a rule that no jumping is to be allowed, *i.e.*, that each official will be promoted to the grade immediately above that in which

he is serving and no higher. Selections for superior service, and for those posts requiring special qualifications must, of course, be made by the District Officer on the best basis available under the circumstances. Even here caution as to too great faith in his own power of selection may be recommended.

It may also be noted that if the individual whose name stands next on the list is allowed to try his hand for a short period, and then debarred from promotion if found unfit after actual trial, the results will generally be good. Misbehaviour will, of course, render a person liable to degradation. Temporary promotions for short periods, *i.e.*, during leave of (say) less than two months, may be allowed to go locally, that is, a sub-division of the office such as a tahsil may be allowed to supply officiating incumbents for posts thus left vacant. All promotions among menial servants are usually made in this way.

iii. *Leave.*—Leave should be granted as a rule whenever required, subject, of course, to the provision of the Civil Leave Code. Native officials of the lower grades, unless residing very near the office where they serve, seldom desire leave unnecessarily. Officials who have served with credit and approbation for more than a year should, as a rule, be granted leave free of all charge to themselves, if this can be done without injury to the public service.

When it is impossible to grant leave without a substitute, persons falling under the above definition may be allowed to appoint substitutes themselves for short periods not exceeding two months, provided, of course, that the substitute's character and qualifications are vouched for by a

responsible officer. Substitutes appointed under these circumstances are understood to have no claim whatever to appointment. The official appointing a substitute is, of course, responsible for that substitute's work.

Officials who have not rendered a year's approved service may be allowed leave without pay. No official under the rank of departmental clerk, third grade, should, as a rule, have leave except without pay unless as a special case and as a reward for exceptionally good conduct. A smaller favour may be conferred by allowing an official of this class to name his own substitute. No office lower than the department of subordinate superior service should, ordinarily, be kept open for more than a year.

iv. *Punishment.*—It is inadvisable to be constantly punishing superior officials, as it entirely destroys their influence with their subordinates. Should they fail to perform their duties satisfactorily, they ought to be reduced. Every act of delinquency ought, however, to be recorded. Nothing lends so much to the demoralisation of an office as for small faults to be repeatedly passed over. Keeping a record of all offences, however slight, is fair to all, and prevents those who can show a "white unblemished page" from feeling that they are treated just the same as the habitual offender.

A number of small faults may, of course, be treated as equivalent to one or two grave ones, and will be good ground for punitive measures.

Fines are unsatisfactory punishments, as, with inferior officials, they generally have the effect of setting the offender to work to try and reimburse himself by illegal

actions. A small fine is useful as a premonitory punishment, and when this has to be repeated it is generally best followed by reduction or suspension. The object of every officer should be, if possible, to reform his subordinates, but to get rid without mercy of the incorrigible.

For the purpose of recording the faults of the subordinate staff as above suggested, a book should be opened with a page devoted to each official who commits any fault. It will be useful to devote a page or two to each subordinate office also, such as Tahsils, Education Department, Court of Wards, &c., and note against the office any cause of complaint, *e.g.*, any tahsil which was habitually late in returning the results of local enquiries would be thus posted; and the cause of the delinquency inquired into when the tahsil was inspected. This plan will have a wonderfully stimulating effect on the whole of the District Office.

No punishment should be inflicted in haste, but a lapse of several days allowed between the discovery of the fault and the orders passed on it. It is a good plan to have a fixed day, once a month, or once in every two months, for deciding all punishment cases It is a saving of labour to do a lot of similar work at the same time.

Chapter 3.

The English Office.

As explained in Chapter 1, the English Office must be regarded as absorbing and containing the English portions of all other departments except the Treasury.

In itself, however, it may be regarded as divided into four sub-divisions, the General or Revenue Department, the Judicial Department, the Municipal Department, and the Local Funds Department or District Boards' Office. To each department there are ordinarily allowed one or more assistant clerks, besides the Head Clerk, who is responsible for the work. The Revenue Head Clerk is supposed to keep a general supervision over the whole.

The importance of efficiency in this portion of a District Office is obvious ; but it may not be out of place to remark that its importance is derived from the fact that it forms the link between the vernacular or working portion of a District Office and the outside world. Any delay or inaccuracy in the working of a district English Office may delay the work, and vitiate the statistics of a whole province, and might also be productive of serious injury to individuals. Looking upon it as a whole, an English Office may be divided into the following 9 subordinate departments:—

1. Correspondence.
2. The Custody of Pending Files.
3. Record Room.
4. Library.
5. Bills.
6. Accounts.
7. Registers and Returns.
8. Reports.
9. Miscellaneous.

1.—*Correspondence.*

The correspondence of a District Office is divided into 24 departments, the first 12 of which are called the Boards'

or Revenue Departments, because they are in use in the Office of the Board of Revenue. Each department is divided into files according to subject, the entire correspondence on any subject forming a file. Every letter, in like manner, on that subject forms a serial number in the file, the numbers of both letters and files being assigned according to date. To keep the correspondence in order, and to be able to produce at once any letter required, it is only necessary to observe the following rules :—

(1) Give every letter its proper serial number in a file, and every file its proper serial number on the file register.

(2) Enter every letter received or issued, and note the date of the submission of all papers for orders.

(3) Place all files on separate departmental shelves, and see that they are in proper order and not mixed up.

The only books that need be kept up in connection with correspondence are the following :—*First*, the register of receipts and issues, in which it is scarcely necessary to remark all letters must be entered immediately on receipt or despatch ; *secondly*, the stamp account book which serves as a register for all issues by post ; and *thirdly*, the usual peon or messenger books which serve as registers for all issues by hand. Each entry in the first book must contain the number of the previous and subsequent entry (if any) concerning the same file (backward and forward chaining), and be marked with the letter C when a file is closed. This completes the system for the ready tracing of any paper in the office.

2.—*Custody of Pending Files.*

Certain almiras or book-cases should be reserved for pending files, which must be kept completely distinct from closed ones, the latter forming a separate department (The Record Office). When a letter referring to a file antecedent to the new system is received, the old file must be got out and brought into the pending department, a note being made in the file list.

All files taken out for use in office should be returned to their places at the close of the day.

3.—*Record Room.*

A good many of the following remarks apply, as will be at once seen, both to the present department and that last treated of; but in order to avoid repetition they are given here only. (1) Each almira should be divided into compartments, each corresponding to one department. (2) Files should be arranged in packets, the file numbers running through the arrangement. (3) Files should be enclosed in paste-board or wooden covers clearly marked. [*N. B.*—The open file arrangement by which no paper is folded is the best.] (4) The whole of a file should not be sent out of the office, but only such portions of it as are required, a slip memo. of the missing numbers being placed in the file. If a whole file is removed, a memo. to that effect must, of course, be placed in the packet. (5) All formal papers should be weeded as soon as a file is consigned to the Record Room. All other papers must be weeded under the orders of the officer in charge. (6) An average number of papers and files must be settled as a

daily task for the weeder. The Head Clerk will be held responsible for instructing him as to how his work should be performed, and if he is employed upon extraneous work sanction must be obtained. When records are completely destroyed, a slip containing the description and date of destruction should be left in their place. (7) The keys of all almiras should bear numbered labels of bone, pasteboard, or parchment.

4.—*Library.*

When a separate room cannot be devoted to the purpose, English books only are usually kept in the English Office, and vernacular books in the Munshikhana. Every book received must be at once entered in the catalogue and labelled. Every officer taking a book should leave a receipt for it. At the commencement of each calendar year a list of all additions and certificate of correspondence of the library with the catalogue must be sent to the Superintendent, Government Press.

All obsolete or useless books must be weeded and sold as waste paper. More than one page of every book should be stamped.

5.—*Bills.*

All bills should be carefully checked and initialed by the Head Clerk, and should be passed on the basis of a list of permanent officials which should be revised by the 10th April of each year. The total of each bill should be tested by the Head Clerk, and all corrections made (in red ink) by striking the pen through erroneous figures; the correct figures should then be attested by the initials of the disbursing officer. No erasures or blurred figures

should be allowed. The Head Clerk should prepare a statement apportioning the total budget sanction over every month of the year, so that the District Officer may know, at once, if anything abnormal has taken place in the expenditure. The apportionment should be on the basis of 5 years' actual requirements. Each separate head of charge should be separately treated. The usual division of the annual grant by 12 is obviously useless; each month of the year should be considered separately.

6.—*Accounts.*

The only departments of the office which have much to do with accounts are the Municipality and the District Boards' Offices, which keep their own accounts under the local self-government scheme. These departments are theoretically distinct from the District Office, but, as a matter of fact, they are usually amalgamated with it. See *supra*, Chapter 1, and as to accounts, Chapter 7 (Nazarat).

7.—*Registers and Returns.*

A list of returns, budgets, &c., with the dates on which, and the authorities to whom, they are due, should be hung up in a conspicuous place in every office, and the Head Clerk should be careful to see that they are despatched on due dates. Every return must bear the initials of the Head Clerk as a guarantee of its correctness, and of the fact that he has tested percentages, totals, &c. Budgets are ordinarily prepared on the basis of the actuals of the current and preceding year, but the average of at least 5 years should always be considered before a budget is approved.

8.—*Reports.*

The Head Clerk should bring statistics for the compilation of every report to the District Officer one clear month before the report is due. The average figures of 5 years back, at least, should be collected for comparison with the statistics of the year under report. Reports should aim at giving a concise history of the year's operations, without repeating, more than is absolutely necessary, matters to be found in the figured statements. The body of the report should also, of course, explain any anomalous or remarkable results revealed by a figured statement. Every report should be complete in itself, and not refer to unconnected papers in such a manner as to render their perusal necessary for the clear understanding of what is meant.

9.—*Miscellaneous.*

A list of unanswered references in all 4 departments should be placed before the District Officer by the Head Clerk, every week, or at least every month. A vernacular list of unanswered references should be kept to check the work of tahsils in local enquiries, on the result of which answers to many references depend. Every chest containing papers or books or articles of any description should be catalogued. No useless papers or other articles should be left lying in the office—nothing in fact which is not registered in some register or catalogue. All character and service books should be completely written up, and particular attention paid to the entry regarding commencement of service, which should be carefully verified.

SUGGESTIONS FOR INSPECTION OF ENGLISH OFFICES.

[*N.B.—The questions, as a rule, expect affirmative answers.*]

1.—*Correspondence.*

(1) Is the system of classification and registration properly understood ?

(2) Are there any letters not included in a file or any files not entered in the file register ?

(3) Are any unauthorised registers kept up ?

(4) Is the column of references in the letter register properly filled up, *i.e.*, with backward and forward chaining and the addition of the letter C whenever a file is closed ?

(5) Is the date of submission for orders noted upon all letters ?

(6) Are all letters properly docketed ?

(7) Where circulars laying down rules of practice have given rise to correspondence, is a copy of the circular kept in the file ?

2.—*Pending Files.*

(8) Has any correspondence referring to old files, antecedent to the new system, been received without bringing the old files concerned on the file register ?

(9) When files are removed from the old bundles, is a note of the fact made in the fly-index ?

(10) Are pending files kept in separate almiras, with a marked shelf for each department ?

(11) Are all files returned at the close of the day to their proper shelf ?

(12) Are any closed files mixed with pending ones ?

3.—*Record Room.*

(13) Are all the serial numbers of files complete, and if any are lost has the matter been reported ?

(14) When portions of a file have been removed by any officer's order, is his receipt or a slip memo. entered instead of the missing numbers ?

(15) Does each packet contain a note of any file still pending ?

(16) Are the packets arranged in numerical order and keeping the series of files continuous ?

(17) Are the rules for weeding understood, and is the weeder confined to his proper duties ?

(18) How many papers and how many files does the weeder weed a day ?

(19) Are all formal letters and manuscript copies of printed documents destroyed when a file is closed ?

(20) Are all papers to be destroyed inspected by the officer in charge ?

(21) Are all revenue administration, settlement and income-tax reports kept ?

(22) Are the files neat ?

(23) When files are completely destroyed, is a record kept of the fact ?

4.—*Library.*

(24) Is the library complete ?

(25) Is the library catalogue kept up according to rules ?

(26) Have all obsolete books and circulars been weeded ?

(27) Are all the rules for classification understood ?

(28) Is a receipt always taken from an officer removing a book ?

(29) Is the seal of the District Office stamped on more than one page of every book ?

(30) Who is responsible for the custody and condition of vernacular books ?

(31) Have the books been compared with the catalogue, and a completion certificate sent to the Superintendent, Government Press ; also a list of all books received within the year ?

5.—*Bills.*

(32) Are all corrections in bills made in red ink, and initialed, and are erasures prohibited ?

(33) Is there a statement apportioning the budget sanction under every head over all the 12 months of the year ?

6.—*Accounts.*

(34) Are the accounts neat and free from blots and erasures ?

(35) What system of audit is there ?

7.—*Registers and Returns.*

(36) In all papers and registers prepared on the basis of vernacular returns and reports does the Head Clerk compare the former with the latter ?

8.—*Reports.*

(37) How many times have reports been submitted on due dates within the year ?

(38) How many have been more than a month *late* ?

9.—*Miscellaneous.*

(39) Are there any office rules and a district order book in which to enter them ?

(40) Does the officer in charge inspect the registers every week ?

(41) Is there a list of returns and reports with dates of submission hung up in a conspicuous place ?

(42) Is a weekly list of pending references submitted from all departments ?

(43) Is the distribution of work fair, and does each department willingly assist the other ?

(44) Is there a list of references pending from tahsils ?

(45) Are all character and service books completely written up ?

(46) Are the entries regarding commencement of service derived from any source other than the officials' own statement ?

(47) Do all chests and cases contain catalogues of contents ?

(48) Are there any papers or other articles lying about which should be destroyed or taken care of ?

(49) What is the state of the office furniture ?

(50) Are the almiras properly filled, or is there an unnecessary sacrifice of space ?

(51) Are the keys of all almiras numbered ?

Chapter 4.

The Treasury.

The Treasury Department of a District Office combines, in the majority of districts, the accounts of all departments that do not (like the District Boards and Municipalities) keep their own accounts, and the entire banking business of all Government Offices. In large places where branches of the semi-official Bank of Bengal exist, the banking business is made over to this institution, and the treasury becomes a mere accounts and audit office; but in most instances the two functions are combined. The Civil Account Code is so full and minute in all its directions as to the conduct of treasury business, that it seems scarcely necessary to enlarge upon the subject, but an enumeration of the most important duties of the District Officer and his subordinates in this connection may be found useful :—

A.—Duties of a District Officer.

1. The District Officer is not relieved of responsibility for the balance in his treasury by the delegation of current duties to the Treasury Officer. On the contrary, unless he observes all the rules prescribed by the Civil Accounts Code for the check and control of his Treasury Officer's work, he may be held personally responsible for defalcations.

2. The District Officer must verify the cash balances at least once a month (or once in two months during the camping season).

3. Tahsil balances must be verified once a year by the District Officer or one of his gazetted subordinates.

B.—Duties of a Treasury Officer.

The most important duties of a Treasury Officer may be tabulated as follows :—

1. To explain all circular orders, &c., to the clerks.

2. To see that the public is not put to any inconvenience or treated with partiality by the subordinate staff.

(NOTE.—In the following the Roman figures refer to chapters, and the Arabic figures to rules, of the Civil Accounts Code.)

3. To enter personally all receipts and issues in the stock books (I, 10).

4. To sign the pension register and permanent payment orders (XVIII, 2, 6).

5. To sign the deposit registers and check all irregular deposits (XIV, 2, 6).

6. Carefully to examine all vouchers for payment before passing them.

7. To see that all remittance-bills drawn on other treasuries are in regular series, and to sign and date the advices (XX, 18).

8. To see that all receipt stamps are properly defaced (XVII, 10, note 3).

9. To recover promptly all retrenchments ordered by the Accountant-General (XXXII, 2).

10. To refuse to pay enhanced salaries without pre-audit (III, 5).

11. To prevent all erasures in bills or accounts (I, 10 [*b*]).

12. To audit daily the cash transactions of the day (XVII, 23).

13. To verify the Treasurer's balance every day (XVII, 23).

The last two items are so important that a few words in their explanation will not be out of place. Before leaving the treasury for the day the Treasury Officer should check all receipts entered in the cash book and see that they are supported by chalans or notices of remittance, or entries in the tahsil siahas (or sub-treasury consolidated account sheets); he should also see that every item is properly posted in its appropriate schedule. It is, therefore, necessary first to check the entries in the schedules by those in the sadar chalans and tahsili siahas, and then to see that the total of each schedule is properly entered in the cash book. The sum total of all the schedule-totals plus that of any items posted directly in the cash book will give the total receipts for the day. Each item on the debit side should then be carefully checked by the respective vouchers, the sum being, of course, the total of payments for the day. The balance by the Treasurer's balance sheet can then easily be struck, after taking into consideration the opening balance, and that for the whole district after taking into consideration also the balance in sub-treasuries (accountant's daily balance sheet). This verification of the balances is all that is necessary for the daily audit.

Suggestions for Treasury Inspection.

The form of printed questions prescribed by the Board of Revenue for the use of Commissioners in inspecting district treasuries is, of course, all that is required for that purpose.

The following questions apply to the inspection of Tahsil sub-treasuries :—

State of Treasury, &c.

1. What is the state of strong room, treasure chests, chests, locks, bags and scales, &c. ?

2. Has the Executive Engineer's certificate been renewed, according to standing orders, within the year ?

3. Is there a departmental order by the head of the District Police defining the duties of the treasury guard ?

Procedure previous to Tender.

4. Are printed chalans or notes of tender readily available to the public ?

Procedure after Tender previous to Credit.

5. Does every chalan go first to the wasilbakinavis to be posted in the khatiuni, then to the tahvildar to be signed and lastly to the siahanavis for entry in the siaha?

6. Are dakhilas (receipts) given for all descriptions of receipt?

Crediting of Money Received.

7. Are all doubtful items credited under the head which seems most applicable, or under *Miscellaneous*, and not held kharij-az-siaha (outside the public accounts)?

8. If a dakhila is lost, is a certificate of payment given instead of a duplicate ?

9. Are the numbers of chalans, tahvildar's ledger, khatiuni, dakhila bahi (or receipt register), and ahalmads books, the same ?

10. Is the preparation of the supplement to the siaha understood ?

Payments.

11. Are all payments supported by vouchers ?

12. Is the whole of the treasury order cashed, the unexpended balance being held kharij-az-siaha ?

13. Is the kharij-az-siaha kept as low as possible by short-drawing pay of absent officials, and every other available means ?

Stamps.

14. Are the registers neat and free from erasures ?

15. Are acquittance rolls (kabz-ul-wasul) properly stamped and the stamps defaced ?

16. Are sufficient stamps of every description in stock, and are indents from head-quarters promptly complied with ?

17. Are receipt stamps kept by all vendors and all courts within the tahsil ?

18. Has the office been inspected by the stamp officer or some one on his behalf within the year ?

19. Are stamps of the highest value available invariably used ?

20. Are private copies stamped when filed in cases ?

21. Are process fees (talbana) properly taken, and is the income up to the standard of the province ?

22. Is the stamp revenue allowed to suffer by sending for records when parties ought to file copies ?

23. Are powers of attorney (mukhtarnama) invariably asked for when parties are absent ?

24. Are applications for summoning witnesses stamped?

25. Is the Court punch of a pattern distinct from that of the record-room ?

Pensions.

26. Is there a proper list of pensioners, and how is it verified ?

27. Are all pensioners over 70 years of age seen annually ?

28. If any pensioners are paid at the tahsil does the tahsildar understand and carry out all the rules ?

29. Are any pensioners exempt from personal appearance ?

Miscellaneous.

30. Are items outside the accounts kept under joint lock ?

31. Is small change freely supplied to the public ?

32. Are currency notes freely given and received ?

33. Does the tahsildar understand the rules as to short-weight coins of every description ?

34. Are the rules for the payments of revenue money orders understood ?

35. Have the tahvildar's books been examined within the year ?

36. Is the tahvildar transferred every two years?

37. Is there a daily comparison of dakhila bahi, siaha, khatauni, and tahvildar's account ?

38. Is every page of the account books totalled and English figures used in them ?

39. Does the tahsildar daily audit the cash transactions of the sub-treasury ?

Chapter 5.

The Vernacular Record-Room.

Conditions of efficiency in the Room itself.

The record-room should be enclosed on every side but the one by which the record-keeper must enter. The office should really be a suite of three rooms opening one into the other. The first, the record store room, the second, the inspection room, and the third, the copying room. Admission to the whole suite should be by one door, or two at the most, and the copying department should be inaccessible to the public. Gratings should be supplied, through which applications and copies are interchanged.

Arrangement of the Record-Room.

The division of the record-room is by parganas, an old territorial division of the native Government adopted by the British. To each pargana is allotted one or more racks or shelves, each marked with the name of the pargana in large letters.

The arrangement of the records relating to the pargana is mauzawar, that is to say, the papers relating to each mauza or village are bound up together in one or more bundles or bastas : or, if the number of records relating to any mauza is too small to fill an entire bundle, the papers of one or more will be bound up together. Records that do not belong to any particular mauza are arranged according to subject.

The bundles should be clearly marked with the name of the mauza or subject. Each bundle contains a fly-list tabulating the records in order of decision, and as each record has similarly a list of papers, the finding of any paper is an easy matter.

Establishment.

The staff of the record-room consists of one or more record-keepers and assistants, having under their orders a number of record-lifters and weeders proportionate to the work to be done. The copying establishment may also be regarded in a certain sense as belonging to the record-room.

The following officials call for a few remarks in this place :—

Record-lifters (or basta bardars) should make themselves acquainted with the colour of the bastas or bundles allotted to each pargana. They should, of course, be very careful to return each basta to its proper place after removing it, otherwise the utmost confusion will occur. If this re-arrangement is impossible on the day of removal, owing to extraordinary press of work, it should be carried out the first thing in the morning of the succeeding day before the special work of that day is commenced.

Weeders.—The duties of weeders are confined to detaching from the records such papers as the record-keeper directs. In general practice, however, the record-keeper orders the weeder to weed a particular basta. He must, therefore, know all the rules for weeding. The reason why weeders, as a rule, do so little

work is simply that they are employed on work other than their own. A fair average of work is 500 papers and 50 misls or records per diem. It should be ascertained also that the work is accurately as well as quickly done. Every weeder should be furnished with a memo. signed by the record-keeper, showing the description of papers to be weeded.

System of Registration.

The system of registration in record-rooms is two-fold, the objects being to ensure the immediate entry of all papers entering and leaving the record-room, and also to ensure their being readily and easily obtained when wanted. A third set of registers is required to show accurately the daily tale of work performed by each member of the subordinate staff. This latter kind of register is easily understood, but it is important to distinguish between those which are intended to serve as stock books, and those which are intended to trace records. Of the former kind are the daily registers of receipts and issues, and of the latter the lists placed in the various bastas or bundles.

Preparation of Records for the Record-Room.

Every departmental clerk is bound to prepare his records with special reference to their deposit in the record-room. Detailed instructions are given as to classification in the circular and cannot be mistaken. Files capable of territorial arrangement are separated from those which cannot be treated thus, and have, therefore, to be arranged by subject. In every file the first paper inside the

wrapper (or qaidak) is the fly-leaf, on which is inscribed in synchronous order a note of every paper and stamp in the file, and of those which are subsequently removed. The second paper is usually a list of orders or proceedings in the case, and then the other papers in order. Each description of case as above (between fifty and sixty territorial and between twenty and thirty of the other kind) has a separate file register, in which are posted all files received from other offices as well as those with which the clerk is immediately concerned. Each file transferred to other offices or to the record-room must, of course, be noted as so treated. Each departmental clerk should have a separate case for his files. When a file is about to be deposited in the record-room it must be divided into three bundles (or nathis) linked but separate, corresponding to the periods after which the papers are to be weeded : see *infra* under head *Weeding*.

Reception of Records in the Record-Room.

The record-keeper receives none but complete and correctly arranged files, returning those which do not satisfy these conditions with an official report to the departmental clerk. Usually each clerk has a separate day on which to file his records. Each record on passing the record-keeper's examination must be at once posted in the register of receipts, and again in the fly-index of the basta or bundle to which it is consigned. Before depositing any file, however, the record-keeper has to punch all stamps contained in it with a punch of a different size to that in use in the Court. The reception of records

from tahsils is necessarily conducted by means of invoices. It is most important that the record-keeper should not return records to departmental clerks privately, when they are incorrectly prepared, but make an official report in each case. Unless this is done, bad work will not be fastened on the responsible person.

Issue of Records.

Just as every record must be immediately entered in the stock book on its receipt, so all records leaving the record-room must immediately be posted in the register of issues, a note being made in the proper column when the records are returned. Usually two registers are kept up, one for the copying department, and one for all other offices. When a new register is opened, the arrears of the past year should be brought down in red ink. Particular care should be exercised in the issue of settlement records, and no record should remain, for copying purposes, with any one but the head copyist.

Inspection of Records.

Records will be inspected, as above stated, in the centre of the three rooms of which the record office ought to consist, under the superintendence of an official of not less rank than an assistant record-keeper. If inspection fees fall very low, there is *primâ-facie* reason to believe that records are smuggled in and out of the office, but the income may, perhaps, be expected to decrease with an increasing number of highly educated legal practitioners.

Weeding.

As soon as any misl is deposited in the record-room it may have to be weeded, should special orders have been issued for the destruction of any of its papers; in any case it will have to be weeded after a year. The papers of every record are divided into three classes or nathies. A to be retained permanently, or for twelve years, B to be retained from one to twelve years; C to be destroyed after one year, or by special order at once.

Care must be taken that ahalmads, record-keepers and weeders are thoroughly cognisant of the rules for the classification of papers according to the periods after which they have to be destroyed. These rules are so mechanical and so detailed that it is useless to transcribe them: they will be found in full in pages 10—17 of Board's Book Circular No. 1—IX, dated 4th August 1890. It should also be observed that in any case of doubt as to whether records should be preserved or destroyed, it is better to preserve them.

Copies.

The copying staff should, as above remarked, occupy the third or outer compartment of the record-room, so as to be under the general control of the record-keeper. Care should be taken in sending up the annual budget that provision is made for sufficient copyists and translators to do the work of the district. It must, however, be remembered that the tale of work for each copyist at the rate of two thousand words a day is a low minimum, and, as a rule, much more than this should be

accomplished. The rules for the copying department (Circular No. 4—IX) are full and need not be transcribed: the principal points to bear in mind are:—First, that all applications should be registered as soon as sanctioned; secondly, that each column of every register should be filled up when the transaction to which it refers actually takes place; and thirdly, that there should be a correct entry of the actual date of delivery of every copy.

Miscellaneous.

The bastas or bundles of different parganas should be differently coloured. The record-keeper should report all cases in which records are not deposited for more than a month after decision, and all cases in which records are detained more than one month; also, as above stated, the names of all departmental clerks who deposit improperly prepared records.

Suggestions for Record-Room Inspection.

(1) Is the room secure and properly arranged?

(2) Are the racks and bastas in good order and properly coloured and marked?

Establishment.

(3) Is the establishment in excess or deficiency of requirements?

(4) Is there a register of daily work?

Treatment of Records.

(5) Are incomplete files returned, and if so, officially or demi-officially?

(6) Are the registers and indices properly kept up?

(7) How are patwaris' records kept?

Issue of Records.

(8) Are the registers of issues properly kept up ?

(9) Are arrears of former years brought down in red ink ?

(10) What special measures are adopted for the safety of settlement records?

(11) Does the head copyist keep all the files issued to the copying department ?

Inspection of Records.

(12) Is the income from inspection fees steadily decreasing ?

(13) Is there any reason to suspect the abstraction of records ?

Weeding.

(14) What arrears are there in all three nathies ?

(15) What is the tale of work given by the weeders ?

(16) How are stamps which have been weeded kept until destroyed ?

Copies.

(17) What is the tale of work averaged by each copyist for the past month ?

(18) Are there any arrears, and if, so what is the reason for them ?

(19) Is any extra establishment required ?

(20) Are all applications registered as soon as sanctioned ?

(21) Is each column of every register promptly filled up, as the transaction to which it refers take place ?

(22) Is there a correct entry of the actual date of delivery of every copy ?

Miscellaneous.

(23) Does the record-keeper report late filings and undue detention of records?

(24) Where are the papers of treasury and other special departments kept?

(25) Has the officer in charge inspected the record-room every week?

(26) Have all bastas been opened out within the year?

Chapter 6.

The Department of Land Records and Agriculture.

The district staff under this department usually consist of a sadar kanungo, with one or more assistants, at head-quarters, a registrar kanungo (with assistants) and several supervisor kanungos at each tahsil, with a patwari or village accountant (the unit of the department and indeed of the whole revenue administration) in each village. The word "kanungo" means interpreter of law or custom and is borrowed from the native Governments.

Under these Governments, there was a separate kanungo for each of the territorial divisions called a pargana.

The British Government has retained this official in the person of the registrar kanungo, who keeps the records of each pargana, and added another called a supervisor kanungo, who superintends the patwaris or village accountants of the pargana, the compilers of the village statistics of produce, and records of proprietary and tenant right.

Sadar Kanungo.

The sadar kanungo's duties are to compile the registers and returns required from the department, and to keep up a general superintendence over the whole staff. He has to test the work of each registrar kanungo at least once a year, and do a sufficient amount of testing in each supervisor's circle to be able to pronounce decidedly on the character of work done by all. Although it is assumed in what follows that the department is placed in the special charge of one of the district staff, yet its efficiency will greatly depend upon that of the sadar kanungo. He must be as prompt in reporting the delinquencies of subordinate kanungos as they are in doing the same ungracious but most necessary work for patwaris.

Registrar Kanungos.

The registrar kanungo should keep a list of registers he has to keep up and papers he has to forward to the Collector's office, with the dates of their being due, and enter the date of reception from the supervisor. The officer in charge should enquire into the reason of abnormally late filings, and make arrangements to obviate such delay in future.

Testing of jamabandis and khewats.

The registrar should (1) sign and attest the jamabandi abstract; (2) add a note to each paper tested showing the result; and (3) make all necessary corrections with red ink—not leave detected errors unamended.

The registrar should compare the mutation register

with the khewat and satisfy himself that all changes have been correctly recorded. On receiving intimation of any proprietary change, the registrar should enter it at once in his *mislbandh.*

Proprietary mutations.

The registrar should carefully observe the provisions of Circular No. II, dated 6th June 1885.

The registrar should see that all patwaris are punctually paid on the prescribed dates, and keep up a list of leaves granted to them, and of fines, &c.

Patwaris' salaries, leave, &c.

The registrar should see that all information required from patwaris is given by them, and all orders communicated to them, at the time of attendance at the tahsil, so that they may not be unnecessarily summoned. The registrar should particularly see that all orders of court affecting them or their papers are duly communicated to patwaris.

The registrar should see that indents for papers go up in proper time, and superintend their distribution ; he should obtain the signatures of patwaris for papers received.

Patwaris' papers.

The registrar should see that all semi-judicial work performed by him under the tahsildar's superintendence, is conducted with due despatch, and in accordance with the directions for case work.

Case work.

The same rules as to extraneous work apply to registrars as noted below in reference to supervisor kanungos, that is, it

Extraneous work.

must be plainly entered in the diary with the authorisation of the officer permitting it.

Register of muafis.

Changes in the register of muafis will only be made by the registrar on orders of Court, and in red ink. His duties are only to ascertain, as best he may, all changes, and to report them.

Nazul register.

The nazul register must be kept with special care and the maps up to date. In reference to both this and the muafi register the registrar should enquire from the supervisors as to changes noticed on tour.

Mahal, village, and pargana register and pargana book.

The most important work of the registrar is the maintenance of mahal, village, and pargana registers, and the pargana book. Directions for testing the work of registrar kanungos will be found on page 73.

Supervisor Kanungos.

General.

The administration of the department will ordinarily depend upon the work done by supervisor kanungos, and too much stress cannot be laid upon the importance of their duties. Instead of worrying patwaris with continual punishments, it is better to get good kanungos and insist upon their getting work out of their patwaris, giving them, of course, good men to work with. If the officer in charge thoroughly knows and has his supervisors well in hand, they being in a similar relation to patwaris, all will be well.

A supervisor kanungo should know the characters and capabilities of each of his patwaris as if they were members of his own family. He should present the tahsildar with a list of bad patwaris divided into four classes (incompetent men capable and incapable of improvement, and wilfully negligent men capable and incapable of reform). The tahsildar and officer in charge should take measures for the substitution of good for these bad patwaris, and the supervisor be required to get good work out of those whom he declares to be good. The tahsildar should, of course, satisfy himself that the kanungo's classification into good and bad is a correct one.

Knowledge of patwaris.

A supervisor kanungo should let his patwaris see that he is determined to make them work, and he is strictly forbidden to overlook or condone any fault, however trifling, but should report everything to superior authority.

Misconduct of patwaris.

Supervisors should see that all their patwaris are *bonâ fide* residents within their circles, and take measures to secure the residence of those who are not, by persistent report to superior authority.

Residence of patwaris.

Supervisors should keep a list of papers due to them from patwaris, with the dates on which they should be filed.

Filing of papers.

The following documents only are kept, by supervisors :—

Papers to be kept by supervisors.

(1) map of circle ; (2) diary ; (3) rough register of testings ; (4) register of patwaris. The

following instructions are applicable to these documents :—

Diaries.

Diaries should contain specific accounts of the exact work done by each supervisor, and not be filled up with such entries as "engaged in supervising work." In each case of a smaller total than the average number of entries (150) which should be tested per diem, the reasons should be recorded.

Presence of supervisors in tahsil.

Supervisors are not allowed to be in the tahsil without the express permission of the tahsildar, except in the months of December, May, June and July. The diaries should therefore distinctly show such presence at the tahsil with the reasons for it.

Extraneous work.

Supervisors employed on extraneous work should obtain a special certificate (to be recorded in the diary) from the officer employing them, as to the length of time for which this work will exclusively occupy them. Under no other circumstances will any excuse for not performing ordinary work be admitted.

Patwaris' register.

Supervisors should record the character of each patwari in the register, with the number of errors found each season in his papers, distinguishing between serious and trifling errors in the manner to be hereafter described.

Field work of Supervisors.

On the 1st August the supervisor should commence a tour with the object of setting patwaris to work. Of course the previous year's papers should be completed

before the tour is commenced, and, with the object of speedy filing, it will be well to have those patwaris who are unable to get their work done in time into the tahsil, and make them work under the kanungo's supervision. Those who have finished their own work should also be made to help the others.

On this preliminary tour the supervisors should attend to the following points :—

(i) That the surveying instruments, if any, of the circle are in good order.

(ii) That the patwaris have filled up the khasra entries which they are authorised to fill up (the first six) before proceeding to field work.

(iii) That the maps are correct, or corrected, but that the settlement maps are not used.

(iv) That the patwaris understand that they should work at the khasra at the rate of 100 numbers per diem at least, and that they will not be excused from their daily task without a certificate from responsible authority, and that they should begin and finish work on the prescribed dates.

(v) That patwaris are to record all changes in the papers other than the khewat according to possession, and prepare a list thereof for the kanungo to test on his tour.

(vi) *That patwaris are to enquire in the village in the evening about all matters which they cannot discover on the spot, as the villagers will all be assembled there, and that excuses of absence of villagers and consequent ignorance will not be accepted.*

(vii) That the khasra jinswar should be written up daily on the totals of entries made each day.

On beginning his regular tour the kanungo should so arrange as not to go unnecessarily over the same ground twice. Two things will have to be taken into consideration: the position of the circles to be tested, and the fact of the papers being ready for testing or not.

Testing of Papers.

The supervisors should not look upon the 10 per cent. rule as a guide to their work. This is the minimum of work which can excuse a man from punishment. But if he works as he should do, with the object of getting his circle into real order, instead of keeping his post and avoiding punishment, he will do from 15 to 20 per cent. He should not test near roads only, or where the work is easy, but especially where the map is changed and in out-of-the-way places. In 10 to 15 years every field should be visited.

Kanungos should take every opportunity of testing their papers on the road from one place to another.

About 150 numbers a day is a fair average testing for one man, and it should be recorded in the diary when, for any reason, this has not been done, with certificate as above for the omission.

When a kanungo reaches any circle he should call for the patwaris' list of changes in possession, &c., and test the whole of it.

All changes in the map should be specially tested by the supervisors, and if the work has not been done by

the patwaris they should report the matter for the appointment of a special man, who may be a passed patwari who has finished his own circle. On finishing his field work the kanungo should test changes in possession, &c., in the village by night as prescribed for patwaris. Deaths, &c., of muafidars, can be tested and reported in this way.

When the papers are very incorrect in any circle, the kanungo should make a special report for their correction.

In testing the kanungo should keep the patwari in front of him with the map.

Miscellaneous.

Kanungos should be reminded of their important duties as to alluvion, diluvion, nazul lands, forests, &c. The character of each patwari should be written up from day to day.

Abstract.

The following important points are collected for recollection:—

(1) Kanungos should work with enthusiasm, and with a personal interest in their work.

(2) Patwaris should be so well in hand that they feel they must work or lose their appointments.

(3) The patwaris should record all changes of facts and the kanungo should test them.

(4) Kanungos should overlook no faults, but report all without exception.

(5) Testing should be so done so that the supervisor may feel personally confident that the tested papers are correct.

(6) Kanungos are responsible for recording all that patwaris have to do in their diaries, and seeing that they have a list of important orders and points to be observed, always handy for reference.

Selection of Candidates.

Candidates for the appointment of kanungo must possess the following certificates :—

(1) A certificate of having passed the middle class examination.

(2) A medical certificate of health, age and fitness for outdoor work.

(3) A certificate of good birth and character.

(4) A certificate of proficiency in Hindi and English figures.

(5) A certificate of ability to ride.

Candidates should be allowed to appear on the basis of the standard number of vacancies likely to occur within the year. Candidates may be accepted in order of application.

SECTION II.

Instructions for the Officer in charge of Village Registration or the Department Land Records and Agriculture.

It is convenient to divide patwaris' circles into four classes as under :—

(I) Difficult circles in which there is much mensuration work, as, for instance, where there are alluvial mahals subject to quinquennial revision.

(II) Moderately difficult circles, where there is a good deal of mensuration work, but not of such an important character as where there is alluvion and diluvion.

(III) Ordinary circles, that is, where the only difficulty is the correcting of the map.

(IV) Easy circles, that is, where there is little or no mensuration work.

The pay of the first class may be Rs. 12 or 11, then Rs. 10 or 9, then Rs. 8 or 7, and for the lowest class Rs. 6 or 5.

The officer in charge should see that the pay and qualifications of each patwari correspond with the class of his circle ; and if not, report the matter: he should also see that the patwaris' circles are fairly divided, and that the incumbents can do the work without assistance.

The same remarks apply to kanungos' (supervisors') circles, and, of course, a report, with proposals for improvement, should be made when any abnormal conditions are discovered.

The officer in charge should divide patwaris into the following classes :—

i. Good patwaris

ii. Ordinary patwaris.

iii. Bad patwaris in four subdivisions, *viz.*—

(*a*) Incompetent patwaris capable of improvement.

(*b*) Wilfully negligent patwaris capable of reform.

(*c*) Hopelessly incompetent patwaris.

(*d*) Wilfully negligent patwaris incapable of reform.

The most important duty of the officer in charge of patwaris is to test the changes over last year's papers as attested by kanungos, and to cut off this class iii of patwaris altogether.

The last two sub-divisions of class iii should be pushed up into the first two if in any way possible, and given a season of probation, after which they should be dismissed or eliminated. About two seasons is ample to give a bad patwari as grace, and by the end of the second the officer in charge should have reformed or dismissed all bad patwaris.

The officer in charge should ascertain and enter in his memorandum book the following facts about each patwari :—

(1) Is he punctual in filing his papers or not?

(2) Are his papers pretty correct, *i.e.*, has he never more than five per cent. of serious errors detected?

(3) Does he hold any land as proprietor, or cultivator, or engage in any calling detrimental to his duties?

(4) Does he maintain peace between zemindars and cultivators, or get up feuds with each other among the various classes of the community?

(5) Does he explain to zemindars and cultivators the provisions of those laws which concern them, and prevent frivolous litigation?

(6) Is he obnoxious to the charge of taking bribes or not?

(7) Is he really resident within his circle, *i. e.*, with a house of his own and his family, or excused from residence?

N. B.—If a patwari is not a resident of his circle, and has to build a new house in it, his own house should not be less than 15 or 20 miles away, or he will not really live in his circle.

(8) Does he really understand the rules for his

guidance and act upon them, and has he a memorandum or *vade-mecum* in language he can understand?

N. B.—The officer in charge should prepare such a memorandum if it does not exist, and it may contain also important provision of the Rent and Stamp Acts, &c., which concern the village community.

(9) TWO MOST IMPORTANT RULES ARE QUOTED HERE TO GIVE SPECIAL PROMINENCE TO THEM. DOES THE PATWARI ASCERTAIN IN THE VILLAGE BY NIGHT THE FACTS HE IS UNABLE TO FIND OUT IN THE FIELD BY DAY?

(10) DOES THE PATWARI INVARIABLY PRESENT THE SUPERVISOR WITH A LIST OF CHANGES FOR TESTING ON HIS VISIT TO THE CIRCLE?

The officer in charge should of course proceed to rectify anything requiring rectification which the preceding investigation may reveal, bringing to the Collector's notice anything which may require his orders, as for instance remission of the residence rules.

Classification of Errors.

The most unintelligent procedure is constantly observed in punishment of patwaris who are occasionally fined unnecessarily for trival errors and omissions which do not really cause harm to any one. The first requisite for correcting this state of things is to classify errors. It is convenient to have three classes of errors—

Class I.—Serious errors which spoil the jinswar or other important papers.

Class II.—Serious errors involving grave negligence on the part of patwaris, but not the serious consequences involved in Class I.

Class III.—Trifling errors.

N. B.—A number of trifling errors, say, as many as 15 per cent., will be considered as amounting to a case for punishment as with serious errors; otherwise they will be overlooked.

Punishments.

The following is a list of punishments of patwaris, and it may be suggested as a good plan to award them one after another *for serious errors*, so that a patwari may know that if he persists in committing serious faults he does so at the risk of his appointment :—

(1) Warning.

(2) Serious warning with entry in register.

(3) Stopping of leave.

(4) Stopping of right to reward with nominal fine.

(5) Light fine.

(6) Heavy fine.

(7) Losing right to have his heir appointed and fine.

(8) Losing chance of promotion and fine.

(9) Sending to school with substitute of his own choice.

(10) Sending to school without right to appoint a substitute.

(11) Suspension.

(12) Dismissal.

N. B.—Nos. (9) and (10) of course can ordinarily be only awarded to incompetent men.

Besides these 12 punishments, the following are inflicted in special cases:—

(13) Fine of so much a day till a certain work is completed.

(14) Appointment of a special man (to be paid for by the patwari) to do certain work.

N. B.—These last two punishments will not ordinarily be considered steps up the ladder of dismissal, as they result from circumstances not often involving the person fined in serious blame. It is inadvisable to worry patwaris with continual petty fines, as it demoralises them, and makes them think they have only fine to fear. It is far better in every way to do what can be done to reform bad men, but to let them clearly understand that the end of continued misconduct will be certain dismissal.

Appointment.

No person outside the list of sanctioned candidates can be appointed a patwari, at least permanently. It is, however, most necessary for the success of the administration that patwaris should feel that there are a large number of persons ready to take the bread out of their mouths, if they behave badly.

A patwari who feels that the district officers will be unable to find any one to carry on his work if they dismiss him, is master of the situation.

For this reason the list of candidates should be as large as possible. When an appointment is to be made, the zemindars should be shewn the list, and told to appoint some one from among the candidates entered thereon. If the zemindars fail to choose a candidate from the list, the officer making the appointment should appoint the first on the list.

In order to enable the officer referred to to make an unassailable choice, and prevent the litigation which often complicates the administration, the list must be compiled *in order of merit* before any appointments are made from it.

The list may consist of four sections: —

Section I.—Qualified candidates who have passed the school examination and obtained a certificate.

Section II.—Qualified candidates from other districts, who have obtained a certificate of qualification from the patwari school of their districts.

Section III.—Candidates selected by the officer in charge who have read up to the third class in a Government school.

Section IV.—Other qualified candidates who have not read up to the third class, but have been examined and approved by the officer in charge.

There should be a separate list for each tahsil.

N.B.—Only candidates belonging to Sections I and II will be appointed permanently. Those belonging to Section III will be appointed on probation pending their obtaining a certificate from the patwari school. No appointments will be made from Section IV, unless all other candidates fail. Persons belonging to Section IV will be told to read up to the third class in a Government school, then only can they obtain a nomination.

The officer in charge should take particular care to see that the lists for all tahsils are complete, and that appointments are made from them.

Cursory Examination of Candidates.

Candidates must be examined to see if they can write legibly and are fairly quick at arithmetic.

Transfer of Patwaris.

Patwaris are not to be transferred unless the zemindars of both circles between which the transfer is arranged are satisfied with the change.

When it is impossible to arrange for a transfer between two circles as above, a patwari can only be transferred in the following manner: He will be placed on a list in order of claim: when the zemindars fail to nominate to a circle, he will be appointed to that circle, and a new man appointed for the circle he has left.

The following parties are eligible for transfer, always provided that the officer in charge has satisfied himself that the transfer is desirable on public grounds:—

1*st.*—Patwaris who have asked for transfer in order o

date of application (of course understanding that there is no specification of circle desired in the application, which is proof positive of private objects).

2*nd.*—Patwaris whom the zemindars wish transferred.

3*rd.*—Patwaris whom it is desirable to promote by transfer to a circle of a higher rate of pay.

Leave to Patwaris.

No patwari can be granted leave unless the leave can be granted without injury to the public service.

Leave up to 15 days (a month in the case of a specially good patwari) will be granted to those patwaris who are marked as good, and who file their papers with fair accuracy and punctuality. The following classes of leave may be specified for ready reference:—

Leave to specially good patwaris.	A month's leave without any condition but personal guarantee for work.
Leave to ordinarily good patwaris.	Fifteen days' leave with substitute appointed by himself.
To bad patwaris.	As above, only in cases of urgent necessity, however, with substitute appointed by officer from list of candidates.

Patwaris who overstay their leave will forfeit the pay of the extra time for the first three days, after which they will forfeit double pay.

Rewards.

The administration will be most benefited when rewards are conferred on good patwaris with as great readiness as punishment awarded to bad ones. The

following list will show the various kinds of rewards with the cases to which they are applicable :—

For really first rate patwaris of a superior class.

1.—Claim to appear at the kanungo's examination.

The following are the conditions which should be observed in selecting patwaris for kanungos :—

(1) Punctuality and accuracy in filing papers.
(2) Good character.
(3) Cheerfulness and interest in work.
(4) Certificate of passing middle class examination.
(5) Knowledge of Urdu, Hindi and English figures.
(6) Of riding.

For all patwaris.

2.—Recognition of right of heir to succeed, with cash reward.

3.—Cash reward.

4.—Parwanas.

5.—Leave without substitute.

N.B.—In the case of a good old patwari, who is almost past work, but who knows his circle thoroughly and keeps everybody in a good humour, he may be rewarded by tenderness in punishing him for trivial faults, and by allowing him to hold on for a year or two, till his heir is old enough to take up his work.

Heirship.

Recognition of heirship has been mentioned above as a reward, but it is desirable to specify the various cases in which alone it can be recognised :—

1*st.*—In all cases when the reward is desirable, and hereditary right is proved from the village administration papers (*wajb-ul-arz*).

2*nd.*—When not entered in the *wajb-ul-arz* with the proprietor's consent.

3*rd.*—When a patwari has been dismissed his heir can be appointed, if it is proved that he is a really good character, and has had nothing to do with his father's fault.

N.B.—When an heir cannot be provided for in his father's circle, he will have a prior claim to appointment in other circles.

SECTION III.

Of testing the work of Kanungos and Patwaris.

General Rules.

The work of all kanungos should be tested every year, and the work of all patwaris in every two or three years. This can be arranged for by dividing the district between the testing officers, and doing each year a portion of the district thoroughly. The officer in charge of the department should have a thoroughly reliable peshkar, who has been in the settlement, and he should have the sadar kanungo with his camp as much as possible. With this assistance the officer will be able to do a large portion of the district himself.

Bad circles both of kanungos and patwaris should be tested first, and with peculiar care, by the officer in charge, and arrangements made for mending matters.

Similarly good patwaris and kanungos will not require such overhauling of their work, but the officer in charge should satisfy himself that the circles classed as "good" are really so.

Supervisor Kanungos.

The officer in charge should test work in each supervisor's circle to such an extent that he can unhesitatingly pronounce whether the work of that circle is good or bad. The following questions on the principal points of the supervisor's duties may be useful:—

(i) Has the supervisor made a preliminary tour, beginning on the 1st August, for the purpose of setting patwaris to work ?

(ii) Does he take a personal interest in his work or merely try to avoid punishment ?

(iii) Does the supervisor only do easy work and test near roads, or does he do difficult and out-of-the-way testing ?

(iv) Does he get really good work from the patwaris whom he has reported good ?

(v) Has he his patwaris well in hand, and do they recognise in him an officer for whom they must work or lose their posts ?

(vi) Does he take a list of changes over last year's papers from each patwari and thoroughly test it in the village at night ?

(vii) Is he able to say with certainty that the papers in his circle are correct, just as if he had written them up himself ?

(viii) Does he report all faults of patwaris, however trifling ?

(ix) Does he instruct patwaris in all orders issued for their guidance, and see that they understand and obey them ?

N. B.—BESIDES THE INVESTIGATION INDICATED BY THESE QUESTIONS, THE OFFICER IN CHARGE SHOULD TAKE PARTICULAR CARE TO MAKE THE FOLLOWING ALL-IMPORTANT ENQUIRIES :—

1*st.*—ARE THE PAPERS KEPT BY KANUNGOS FOR THE PURPOSE OF SHOWING WHAT WORK THEY DO, THAT IS, THE REGISTER OF TESTINGS AND DIARY, TRUSTWORTHY OR NOT ?

2*nd.*—ON THE BASIS OF THOSE PAPERS IS THE KANUNGO'S WORK GOOD OR BAD ?

In order to prove whether these papers are trustworthy or not, the following suggestions are offered :—

Enquire from zemindars and cultivators when the kanungo came to the village, and in what direction he tested.

Send for the patwaris' roznamcha, in which they have been directed to record what zemindars and cultivators were with the kanungo at his testing, and enquire from the persons therein named.

See that the kanungo's diary contains specific entries of the work he has been at, and what he has done, and no general statements. See that each day 150 numbers have been tested or the reason recorded.

N. B.—See especially that the certificate of immunity from blame for neglect of duty for extraneous work is on record.

Registrar Kanungos.

The following hints for testing the registers are taken from the Board's circular :—

(i) Do the entries in Part I of the register correspond with the totals in the jamabandi ?

(ii) Do the entries in Part II correspond with the jamabandi abstract ?

(iii) Are there striking differences between one year and another in—

(1) Cultivated area.
(2) Irrigated area.
(3) Area held under occupancy rights.
(4) Area held by tenants-at-will.
(5) Rent-free area.
(6) Occupancy rights.

(7) Non-occupancy rights.
(8) Cash rental.
(9) Amount of cultivation.
(10) Number of wells.

If so, is the cause correctly recorded ?

(iv) All the jamabandis and khasras which have not been sent to the sadar should be got out for a few villages ; the entries of length of tenure in each of the papers should be compared with those in the others, and it should be seen whether any discrepancies exist.

(v) The area in column 2 of Part I, mahal register, should be less than the area of column 2 of Part II by the area of rent-free land.

(vi). The total rent in column 2 of Part II should correspond with the totals of columns 3 and 4 of Part I, mahal register.

(vii) The *milan* total of irrigation should be compared with the total irrigated area in all three jinswars, and should be equal to it, minus the irrigated area under two crops.

(viii) The total cultivated area ascertained from the *milan* khasra should be equal to or less than the total of the three jinswar areas. Under no circumstances can it be greater. If less, the difference should be the amount of double cropped land.

The following questions may be asked the registrar :—

(1). Are all records filed ? Has there been an improvement in punctuality compared with last year, or the reverse ?

(2) Has the registrar tested only the prescribed ten

per cent. of jamabandis and khewats, and does he take a personal interest in his work, or only do it to escape punishment ?

(3) What method has the registrar employed for testing the jamabandi ?

(4) Is there a note of result of testing on every jamabandi tested, and are all alterations made with red ink and signed by the registrar ?

(5) What method does the registrar employ to satisfy himself of the correctness of the khewat ?

(6) Are nazul registers and maps correct, and kept up according to rule ?

(7) What method does the registrar employ to satisfy himself of the correctness of the register of muafis and pensioners ?

(8) Has the registrar kept up the totalling register prescribed in Section 66 (of the rules for kanungos), and does he fill in his totals as soon as received, page by page, in an intelligent manner ?

(9) Is the registrar's diary kept up so as to show clearly what work is done each day, and with certificates of exemption in case of employment in extraneous work? See directions for supervisor kanungos.

Pargana Book.

The officer in charge should carefully test the entries in the pargana book, and compare them with the following records :—

Register of mahals.
" " mâuzas.
" " dastaks.

Register of mutations.
,, ,, ejectments.
,, ,, rent suits, &c., &c.

He should see that the entries are made legibly, and with the utmost care and regularity.

Patwaris' Papers.

The following hints are recorded as suggestions for testing patwaris' papers on the spot:—The khasra should be in the inspecting officer's hand, the map in the patwari's hand. The patwari should be kept in front, but called back from time to time that the inspecting officer may look at the map. Besides entries tested, the inspecting officer should satisfy himself that the whole khasra is properly written up and all the columns filled.

Besides testing on the spot the officer in charge can do the following items of work in his Court:—

(1) Seeing that the patwari has written up the khasra at the rate of 100 numbers a day.

(2) Seeing that the patwari has given his list of changes to the kanungo to test.

(3) Seeing that the patwari has corrected his map properly.

(4) Seeing that the patwari has entered in his diary the names of zemindars and cultivators who have accompanied the kanungo in his testings.

(5) Seeing that the patwari has kept the peace in the village, and explains to zemindars and cultivators the law applicable to them.

(6) Testing the jamabandi and bahi-khata.

(7) Testing the entries of possession and length of occupancy.

(8) Testing the register of mutations.

(9) Seeing that patwaris have a list of orders and understand them.

(10) Seeing that all patwaris' papers are in good condition.

SECTION IV.

Education of Patwaris.

Of Individuals to be Educated.

The following have to come to the school; (1) old patwaris; (2) new patwaris; (3) heirs of patwaris; (4) candidates. Until the old patwaris have all passed through the school or been dismissed, the above classes should come to the school in equal proportions.

The deficiency in heirs should be made up in candidates, of which 10 to 15 should always be in the school so as to supply the estimated number of annual vacancies. When the old patwaris have all passed through the school, no other rate of proportion than this will be necessary.

Old patwaris not exempt from examination should be called in in batches, until the entire number have passed through the school. In the following months—

{August
{September

{January
{February

being the times for the preparation of the kharif and rabi khasras respectively, those patwaris whom the tahsildar certifies to be required for the preparation of

their khasras, and for whom he cannot obtain satisfactory substitutes, will ordinarily be left in their circles.

If these patwaris fail to get the khasras finished in the two months allowed them, they will generally be suspended and sent to school, and good men sent to finish their work in their place. Patwaris will be sent for in order of appointment, that is, the most newly appointed will come first.

In appointing substitutes the patwari is to name a man who can get the work done. The only thing to enquire about the man named by the patwari is, whether he can do the work of the circle. If the work cannot get on with the man named by the patwari, he will be called upon to name another, and if the second man does not do, a substitute will be appointed on the part of Government.

Substitutes and assistant patwaris will not be required to attend school.

Supervisor kanungos will be required to attend during the months of May, June or July in order to obtain a certificate of proficiency in surveying. One man from each tahsil will be sent for, at such a time as not to hinder the preparation of the papers of the year which has just closed.

The following rules are suggested for tuition in the school:—

Hours of Work.

From morning to 10 A.M., mensuration will be taught in the field; from 2 P.M. to 6 P.M., the scholars will work

in-doors. There is no reason why out-of-door work should not go on all the year round. It may be relaxed in very hot weather.

The register of attendance will contain two parts; one for morning attendance, and one for afternoon attendance. Scholars arriving after 6-30 A.M., from April to September, and after 7-30 A.M. for the rest of the year, will be considered absent. For the afternoon, 3 P.M. is the latest hour of attendance.

A list of hours of study will be hung up in the school, and the teacher should see that every scholar has slate pencils, &c.

The teacher will not propose the grant of leave to scholars who do not work well.

The school will be divided into two portions and four classes; the first two under the assistant, and the remaining ones under the principal teacher, who is, however, responsible for the assistants' work.

No scholar will be allowed in the school for more than a year, and will be examined after 90 days of full attendance as a matter of course. Intermediate examinations may be held of candidates who apply for such examination, provided they appear to the officer in charge fairly likely to pass. Should any scholar so applying fail, he will have no claim to be examined again till he has put in 90 more days' full attendance.

Any scholar applying for intermediate examination may be utilised as a pupil teacher in the following manner: he may be told that he alone cannot have a special examination, but if he works another scholar up to the same

standard, he will have more claim. Each scholar thus applying can have another made over to him. This will quicken the work of the school immensely. Similarly, if the regular examination is delayed for any cause, the scholars ready for it may all be utilised as pupil teachers. In this way their own education will be perfected by that best of all study, teaching others, and the work of the school will be greatly accelerated.

Fees will be levied from patwaris after return to their circles in instalments and from poor candidates on appointment.

There should be 100 names on the roll till the education of existing incumbents is completed, so that at least 50 scholars per diem may read.

Scholars (patwaris) absent from the school without leave will be fined an anna a day till their return; a person absent for three months will not ordinarily be given a certificate. Leave up to one month may be granted, but not, if possible, till after the first examination.

Holidays will be allowed in the school as in the Collector's office.

The officer in charge should inspect the school weekly and record the results in the inspection book.

Examination.

The examination should be in rules, &c., *viva voce*, and, in arithmetic, questions involving the patwaris' daily work should be set, *i. e.* profits, incidence of rent on area, fractional share of revenue, produce, &c., by which it can be known that he understands the multiplication and

division of rupees, maunds, acres, bighas, &c., and their sub-divisions.

The examination in mensuration will be in the field, each patwari to pass by the higher standard should (1) plot an area marked out with flags on the spot; (2) divide that area into two or more parts; (3) find out the area of these plots.

N. B.—It is most important that the questions should be given out of the officer's own head. Great care should, of course, be taken that copying is impossible. In the field examination about six areas may be marked out at random on the ground, and thus six candidates can be examined at a time. All candidates not making maps should be kept by the officer under his own eye, with their backs turned towards the areas being plotted. No communication is to be allowed between the the examinees and the outside world. Each is to have two persons to pull the chain for him, who should either be coolies, or the most stupid of the candidates in the school. *The chainmen should remain on the spot till the examination is over*, and have no communication with any one. When each candidate has finished plotting his area, he should quickly bring his map and do his calculation under the officer's eye, yielding place to another. Three-quarters of an hour is the most which can be allowed each candidate for making his map.

The higher standard will be in two degrees or classes. Class I above 80 marks ordinarily in each subject, but with no hard-and-fast line. Class II, 60 to 80 marks. Lower standard or Class III, 60 or less. First class men should, if possible, be obtained for the first two classes of circles alluded to above (see classification of circles, page 62, *supra*), second class men for the third, and third class men for the last class. Certificates should state whether the holder knows Urdu or Hindi, or both.

Curriculum.

The following subjects will be taught:—

1. Arithmetic: simple fractions, rule of three, compound multiplication, &c.

II. Mensuration.
III. Rules.
IV. District directions and daily work.
V. The provisions of the law which patwaris ought to know and follow.

Teaching Directions.

Arithmetic.

The operations of all questions and not only the answers should be checked. There should be a weekly examination at which promotions from classes may be made.

Questions should be set in compound multiplication and division, rule of three, &c., involving rupees, annas, pies; maunds, seers, chittacks; acres, roods, poles; bighas, biswas, biswansees, *i.e.*, the daily work of a patwari.

Mensuration.

Tracing on muslin frames should be taught. An excellent book to use is the Mensuration Manual prepared by Olfat Rai, head teacher, Hamirpur Patwaris' School, on the basis of Mr. J. H. Twigg's instructions.

Rules.

Patwari rules should be intelligently taught and not learnt like a parrot. The meaning of the rules should be comprehended.

"Very little time will be occupied in learning the last two subjects. The sadar kanungo will prepare a list of important points to be observed by patwaris in language they can understand, and lecture them on their duties

and the consequence of neglecting it. An abstract of rent, stamp and other laws should be prepared for distribution to patwaris.

Chapter 7.

The Nazarat and Registration Office.

The present chapter treats of two out of the only three departments of the District Office hitherto unnoticed. The remaining one, Court of Wards, will be treated of under Part IV, Chapter 16.

The Nazir is the general superintendent of the office, *as an office*, and apart from the work performed within it, he may be looked upon therefore as a kind of official house-keeper. From this function is naturally derived that of keeping all accounts of receipts and expenditure of a miscellaneous and quasi-private nature connected with the office and the courts. Thus the household expenses of the Government offices, and those of the courts, paid in the latter instance with monies derived from process fees levied by those courts, are disbursed under the Nazir's superintendence. To give a concrete instance of what is meant, the custody and repairs of all the furniture and camp equipage of the Government offices and courts belong to this department: similarly, the expenses of witnesses are defrayed from the Nazarat, and if this function is performed by an official of the courts, he does this as a delegate of the Nazir. For the purpose of speedy payment of the innumerable petty sums which have to be disbursed in this way, the Nazir always has a

substantial cash advance in his hands, which he recoups from time to time by cashing regular bills for amounts actually paid.

Besides the above duties, the control of the entire menial staff devolves upon the Nazir, and in some instances he has also to perform the duties of kurkamin or sale officer. It is also natural that all duties of a miscellaneous nature, for the performance of which no one in particular is responsible, should fall upon this official.

The entire budget allotment for the year under every head should be apportioned over the twelve months according to the actual expenditure of, say, the past five years. It is not sufficient to divide by 12, and call the result the budget allotment for a month, as this would be most misleading. If the apportionment is made according to the results of actual expenditure, the District Officer will know at once if the allotment is being exceeded, and be able to check extravagance. Care must be taken that the Accountant-General's rule of debiting one-half of certain charges to the judicial allotment does not lead to a false idea of savings in the Revenue Department.

The Nazir should have a sanctioned list of rates and charges for the things most in use in the office, carefully prepared by an experienced official.

The following suggestions for the inspection of the Nazir's Office may be found useful :—

1. What is the state of the accounts ?
2. What is the condition of the registers ?
3. Is there a register of employment of messengers, and are they intelligently employed on outside work ?

4. Is there a register of menial servants arranged in order of continuous service for promotion ?

5. Is there a register of candidates in order of admission to the list ?

6. Have appointments been made from this list ?

7. Have all rules in connection with sales been observed ?

8. Is the income from fees up to the provincial standard ?

9. Are all sums, however small, or for however short a time in hand, brought to credit in some register ?

10. Are unauthorized sums kept with the Nazir ?

11. Is the date of every payment entered ?

12. Are all miscellaneous sums received overnight credited in the Treasury the next morning ?

13. What is the oldest unadjusted item ?

14. Are there any of over three years' standing ?

15. Who makes the daily examination of accounts ?

16. When was column 3 of Head Clerk's account of service postage stamps under Circular 27—IX last compared with columns 9, 10, and 11 of Nazir's Register No. VII ?

17. Is the last balance corrected every month, and by whom ?

18. Are Registers I to VIII totalled at the close of each working day ?

19. Are all orders for payment written in words and English figures and signed in full ?

Registration.

Where the Tahsil is not the Registration Office, it is

usual to have one for each pargana. The objects are to give all reasonable facility to the public for registering important documents, but not keep open an office in which there is no work and therefore no income.

The following questions may be useful as suggestions for inspecting Registration Offices :—

1. Is there any delay in returning documents ?
2. Are copies so written that no lines can be interpolated ?
3. Are fees correctly levied and credited ?
4. Is the registration circle too large or too small ?
5. Has there been an increase or decrease in the number of registered documents ; if so, what are the causes ?
6. Are the arrangements for safe custody satisfactory ?

Chapter 8.

The Tahsil Office.

The Tahsil, sub-district or local office, has been described (*supra*, Chapter 1) as a kind of miniature of the head-quarters district office, with certain modifications.

The Tahsil contains a Sub-treasury (2) [the numbers refer to the departments enumerated at the beginning of Chapter 1], Court establishment (5), Record office (6), Department of Land Records and Agriculture (8), Nazarat (9), and Registration office (12). It conducts in its Munshikhana (7) the work of District Board's office (3), Municipalities within the Tahsil (4), and Court of Wards or Estates office (11), if any, as well as

that of the remaining miscellaneous departments. It has no English office. Besides this the Tahsil office has a special department of its own, the department of land and miscellaneous revenue collection, from which it takes its name, and which may be considered in some respects its most important portion. The Tahsil office includes, however, the working portion of the majority of the departments of the district office, and on its working will in general depend the efficiency of the administration. A few words are necessary as to each of the sub-divisions of the office we are considering.

The Sub-treasury.—Two of the Tahsil officials belong to this department, the Tahvildar or sub-treasurer, and the Siahanavis or sub-treasury accountant, the Tahsildar being, of course, the officer in charge of the sub-treasury. The duties and responsibilities of the Tahsildar as sub-treasury officer are the same, *mutatis mutandis*, as those described in Chapter 4, as appertaining to the District Treasury officer. Nos. 5, 7, and 9 of the duties enumerated in Chapter 4 do not, of course, apply to sub-treasuries.

The Tahsildar or sub-treasury officer.

The Tahvildar is the representative of the district treasurer and nominated by him. His principal duties are to keep a day-book of all cash transactions, and to attest, by his signature on every invoice or chalan, the receipt of the contents.

The Tahvildar.

The duties of the Siahanavis are principally to post items of receipt according to the signature of the Tahvildar on the ara-

The Siahanavis.

zirsal or chalan, and give a receipt or dakhila to the depositor. He has also to post items of expenditure according to the Treasury orders received, and to attach the entire bundle of these orders to the siaha, when forwarded at the close of the day to the sadar. He has also to compare his totals with those of the Tahvildar and Wasilbakinavis at the end of the day. He should also compare his accounts with those of any special Ahalmad (as stamp clerk, &c.), and has to draw up the usual monthly statements.

Record Room.

No remarks being necessary as to Court establishment, we proceed at once to the consideration of the Tahsil Record Room. As a matter of fact there is no Record Room proper in Tahsil offices : what records there are belong to the next department, or that of Land Records and Agriculture. But supposing, for the sake of argument, that such records as remain at Tahsils do necessitate a Record Room office, the establishment for this may be regarded as consisting of the Registrar-Kanungo and his assistant or naib. The duties of these officials are described fully in Chapter 6, so that it is unnecessary to enlarge on them here.

The Department of Land Records and Agriculture.

Similar remarks to those last written under the previous heading apply to the whole of this department. But while Chapter 6 should be consulted for details, it may be briefly stated here that the establishment consists of the two officials last named, and a number of

supervisor or itinerant Kanungos, whose duties are to superintendent the work of Patwaris or village accountants. The Tahsil office contains the major portion of this department.

Nazarat.

The staff in this department consists of the Naib Nazir or assistant office superintendent, sometimes entitled a miscellaneous moharir or clerk, and a number of messengers, with occasionally an officer over them called a Jamadar. The duties of the officers are to control the messengers, and to record the duties on which they are deputed, to superintend sales where no special sale officer exists, and to attend to the numerous petty details of office work, for which no special staff is entertained.—See Chapter 7.

Registration Office.

The fullest details as to registration work are given in the Departmental Code which is in the hand of every registration official.—See Chapters 7 and 9.

Sub-Collector's Office.

As above remarked, the work of collection of land revenue and other Government dues is, perhaps, the most important part of the Tahsil office, and the remainder of our remarks will be devoted to it, as the Munshikhana requires no comment. It is most convenient to regard as belonging to this department that anomalous but most useful official, the Naib or Assistant Tahsildar, and he and the Wasilbakinavis (or Land Revenue Accountant) complete the list of the Tahsildar's subordinates in this Depart-

Naib Tahsildars or Peshkars.

ment. The details of this subject have been fully discussed elsewhere, but before describing the duties of the Wasilbakinavis, the following caution may be recorded as specially connected with the Tahsil office. Whenever money is presented at the Tahsil for payment of land revenue or other public dues, it will be the duty of the Tahsildar to see that no unnecessary delay is made in receiving the money and in granting dakhilas. Delay is often purposely made to compel people to pay illegal gratifications to the officials concerned.

The Wasilbakinavis.

The duties of the Wasilbakinavis are to keep the malguzari and other registers up to date, and to inform every malguzar of the revenue and cesses standing against his name. He has to prepare the Khatiuni at the beginning of the revenue year (1st October), and enter payments on it as they are made. He has to come to the Tahsildar for orders as to the collection of revenue, on the day each kist or instalment is due. He has to enter details of revenue and cesses on each arzirsal or chalan, and generally keeps up the takavi registers, and takes orders as to the collection of the instalments as if they were revenue.

The Wasilbakinavis is held responsible that all revenue returns are correctly prepared and submitted to the sadar within the prescribed period. Every revenue payer should have a clear statement of the amount he has to pay at each kist (including all cesses) on parchiment or strong paper, and should keep it in a tin *chonga* or box.

The following suggestions for Tahsil inspection are appended. The Treasury department having been treated in Chapter 4, what has been said there is not repeated :—

Court Establishment.

1. Is there a shed for witnesses and pleaders ?
2. If not, could one be erected ?
3. Does the judicial moharir ever receive petitions?
4. Is the Court accessible to the public ?
5. How are petitions taken, and when are verbal petitions allowed ?
6. Are the registers properly and neatly kept, and are they up to date ?
7. Are depositions properly recorded and accused's statements and confessions verified ?
8. Are process fees, fines and penalities correctly levied and entered ?
9. Are receipts attested by the Tahvildar's signature on the record ?
10. Is the proportion of *ex-parte* decisions unusually large ?
11. In what way does the Tahsildar satisfy himself of the *bonâ-fide* service of process ?
12. Are all stamps properly defaced and punched, and their values indicated ?
13. What is the oldest case, criminal, revenue and miscellaneous ? Does the record show any unnecessary delay ?
14. Are cases decided on fixed dates ?
15. In cases of adjournment are both parties informed ?

16. Is diet money paid to witnesses freely ?

17. Are completed records despatched with due regularity ?

18. What is the date of the oldest record ?

Record Room.

19. Who has charge of the record room ?

20. Are the munshikhana and record room separate ?

21. Up to what period is the weeding complete, and what is the average tale of weeding work ?

22. What is done with the waste paper ?

Department of Land Records and Agriculture.

23. What arrears are there in the Registrar-Kanungo's office, and who is to blame for them ?

24. How has the Registrar tested the register of proprietary mutations ?

25. Are Patwaris unnecessarily summoned, and are their salaries punctually paid ?

26. What is the state of muafi and nazul registers, and what check is there on their accuracy ?

27. How many bad or non-resident Patwaris are there in each Supervisor Kanungo's circle, and what steps have been taken to mend matters ?

28. Is there progress or retrogression in accuracy and punctual filing of papers ?

29. Are maps corrected ?

30. Have Patwaris' circles been graded ?

31. What guarantee is there that testing is not done on beaten tracts alone ?

32. Are diaries clearly and intelligently written up ?

33. Is the work of each Kanungo good, bad, or indifferent ?

34. On what principle has the work of testing in the Tahsil been divided between Pargana officer, Tahsildar and Sadar Kanungo ?

35. How many villages are there where work has not been tested for more than two years ?

NOTE.—Further suggestions for testing the work of this department have been given in Chapter 6, Section III, page 71, and the officer in charge of the department should, of course, make a more searching enquiry into its working, on his visit to the Tahsil, than is indicated by the above brief questions.

Nazarat.

36. Is the staff of messengers sufficient, and are they efficient ? Are their duties and employments properly recorded ?

37. Is there a proper register of candidates kept up, and are appointments made upon the basis of continuous attendance ?

38. Who has charge of the Malkhana ? Does he keep the registers up to date, and take receipts from all persons receiving articles ? Are all useless articles disposed of ?

39. What is the state of the accounts ? Are there any unadjusted items of long standing ?

40. What system of audit is there ?

Registration.

41. Is there any unnecessary delay in return of documents ?

42. Are documents so written that interpolations are impossible ?

43. Are fees correctly levied and credited ?

44. Do the entries in arzirsal, dakhila-bahi and siaha correspond ?

Munshikhana.

45. On what principles does the Tahsildar distribute work ?

46. Has the Peshkar any special work made over to him ?

47. Is there a list of periodical returns, with dates of submission ?

48. How often have returns been late from the Tahsil ?

49. Is there any register of unexecuted orders, and who is responsible for its correctness ?

50. Are orders received from the sadar entered at once, and are they entered word for word or in abstract ?

51. Where is the reply to orders entered ? Is correspondence kept up with any office other than the sadar ?

52. Is the nazul register properly kept up ?

53. Have all occupations of Government property been reported ?

District Board.

54. What amount of interest do the members of the District Board take in the following matters :—

i.—Education.

ii.—Repairs to roads.

iii.—Sanitation.

55. Are the members regular in their attendance on the Tahsil Sub-Committees, and do they assist, and set an example, in such matters as agricultural improvements, social reform, &c.

Municipalities.

56. Are the meetings of the committees regular ?

57. Is the income proportionate to requirements, and how does the system of taxation affect the people ?

58. Is the condition of public works, conservancy, lighting, &c., satisfactory ?

59. Do the members of the committees take a share in the work of supervision ?

Court of Wards.

60. Are collections to each estate separately classified ?

61. Has the security filed by officials been tested ?

62. What amount of interest does the Tahsildar take in each estate ?

Land Revenue.

63. Does the Tahsildar thoroughly know every mahal where default is likely to occur, and is he prepared with definite proposals for punitive measures ?

64. How many mahals are likely to fall into arrears ? What are the causes in each case—contumacy, hopeless impecuniosity, remediable calamity, or over-assessment ?

65. Are there any unauthorised methods of collection ?

66. Are the balances actually existing the result of the Tahsildar having failed to press the malguzar for revenue when he had cash in his hands ?

67. When may the arrears be expected to be collected ?

68. Fill up the following table, comparing the puni-

tive measures of the kist under collection with those of the corresponding kist in the past year, and the average of the last five years :—

Name of coercive process.	Year of review.	Past year.	Average of 5 years past.
Dastaks ...			
2nd dastaks ...			
Attachment of movable property ...			
Arrest ...			
Transfer ...			
Farm ...			
Attachment of estate ...			
Annulment of settlement...			
Sale ...			

69. Does the Tahsildar's action ignore the Lambardar ?

70. Are writs issued Muhalwar ?

71. Where are arrested defaulters detained, and what arrangements are made for their comfort ?

72. Compare a few entries in the register of dastaks with the khatiuni, and see that the fees are correctly entered.

73. Are any estates held under direct management ; and if so, what steps are taken by the Tahsildar to ensure the efficiency of the management ?

74. Check a few items of revenue and other receipts by comparison of khatiuni, dakhila and arzirsal ?

75. Are there any outstanding balances of previous years ? If so, are they properly credited, (that is, in the khatiuni of year of demand, but siaha of year of collection) ?

76. How have the rules for the payment of revenue by money-orders worked ?

Irrigation.

77. Have the irrigation jamabandis been punctually received ?

78. Are the prescribed registers properly kept up ?

79. Are there any balances, and what is the cause of them ?

80. Have owners and occupiers been paid ?

81. Have the signatures of the payees been obtained in all cases ?

Buildings.

82. Is the site of the Tahsil satisfactory ?

83. Is there proper accommodation for all staff and hangers-on ? If not, could additional land be procured ?

84. What is the condition of the building itself, of the Tahsildar's Court Room, Malkhana, Record Room, and Munshikhana, Tahsil well, and rain-gauge ? Is the rain-gauge so situated that an average amount of rain falls in it ?

85. Is the compound in good order and properly planted with trees ?

86. Does the Tahsildar or Peshkar live in the Tahsil, and if so, what is the state of his quarters ?

87. What money was allotted last year for repairs of buildings, and how have the repairs been executed ?

88. Are there any complaints as to inconvenience or discomfort during hot weather and rains ; and if so, how could they be obviated, and at what cost ?

89. Are the buildings properly carpeted and furnished, whitewashed, painted and otherwise protected ?

90. Who has charge of the rain-gauge, and does he understand all about it ?

Establishment.

91. Does the establishment contain any cliques ?

92. Have any of the staff assistants ?

93. Are all service books up to date ? Are leave, punishments, promotions, &c., entered in them, or in any other book ?

94. Is the retention in the Tahsil of any official inadvisable for the following reasons :—

(*a*) Having been there too long ?

(*b*) Having his home or property in the Tahsil ?

(*c*) Having an objectionable character or relationship with other officials ?

(*d*) Being old or inefficient ?

95. Are there any unpaid apprentices ? If so, is their entertainment sanctioned, and have they the required qualifications ?

96. Has the Tahsildar or any of the staff been followed by persons from other Tahsils or districts in the hope of appointments or promotion ?

97. Does the Peshkar ever sign important papers when the Tahsildar is present ?

98. Have the following officials any work besides their own, and do they leave the Tahsil :—

(*a*) The Wasilbakinavis, (*b*) the Siahanavis, (*c*) the Tahvildar, (*d*) the Judicial Moharir, (*e*) the Registration Moharir, (*f*) the Registrar-Kanungo.

Miscellaneous.

99. What complaints have there been against this Tahsil since last inspection ?

100. What is the Tahsildar's explanation, and have measures been taken to guard against the recurrence of the complaints ?

101. Does the Tahsildar carry out the rules for camp supply, and is there a list of all transport liable to seizure ?

102. As a matter of fact on the last occasion when transport was required was it taken by turn from the roster or promiscuously seized ?

Special Branches of Work.

Act XX Towns.

103. What steps has the Tahsildar taken to ensure a fair assessment ?

104. Does the Tahsildar thoroughly know the towns and their requirements, and is he prepared with intelligent proposals for the expenditure of balances ?

105. Is the watch and ward and conservancy sufficient ?

106. If the Government incidence of taxation is exceeded, have proposals been made for reduction ?

Agricultural Improvements.

107. Has the Tahsildar introduced any agricultural improvements, or superior kinds of produce, especially in Court of Wards estates ?

108. Has he paid any attention to cattle or horse breeding ?

109. Is there any trade in the Tahsil that might be stimulated ?

110. Where does the Tahsildar get his prices-current ?

Arboriculture.

111. Are all roads properly lined with trees ?

112. What proportion of the planting has been successful ?

113. What system of protection has been found most efficient and economical ?

Arms Act.

114. Are there any persons of bad character holding arms licenses, and have any others really requiring them been refused licenses ?

115. Are there any licenses without arms ?

Condition of Men and Animals.

116. How does the Tahsildar keep himself informed of the general condition of men and animals ?

117. Has he inquired into outbreaks of cattle disease, their causes, prevention and cure ?

Communications.

118. What is the condition of roads, ferries, and other communications in the Tahsil ?

119. Does the Tahsildar know how to mend roads ?

Crop Returns.

120. On what principle does the Tahsildar calculate the outturn of each crop ?

121. Does he divide his Tahsil into blocks of uniform

condition and strike his average in reference to the dimensions of each block, or on what other principle ?

Dispensaries.

122. Are the dispensaries efficient, and do the native doctors treat the poor with the same consideration as the rich ?

123. Is European medicine valued, and do the people realize that they can obtain treatment free of cost ?

124. What is the longest distance of any village in the Tahsil from a dispensary ?

125. Is there any complaint of paucity of medicines ?

Excise.

126. Is the Tahsil properly supplied with shops ?

127. Is there any reason to suspect illicit sale ?

128. Are any shops kept up merely to exclude competition ?

129. Does the Tahsildar know the actual profit of every shop within his Tahsil?

130. Has he an intelligent idea of the consumption of each excisable article, and of the causes of increase or decrease ?

131. Does the Tahvildar sell opium elsewhere than at the Tahsil ? If so, at what price does he sell, and do his sales interfere with licensed vend ?

132. Are the licensed vendors the creatures of the Treasurer or Tahvildar?

Income-tax.

133. What is the Tahsildar's method of inquiry ?

134. What changes have there been on the previous year's assessment, *i.e.*, remissions, new assessments, increase or decrease in tax paid by old assessees ?

135. Is the number of objections decreasing ?

136. How many successful appeals were there ?

137. Is the proportion of successful objections and appeals on the institution decreasing ?

138. Has there been any difficulty in the realization of the tax ? If so, what is the explanation ?

139. Are dakhilas given to assessees ?

140. Have the special and general notices prescribed by the Act been issued ?

141. Does the Tahsildar worry the people by inquisitorial investigations ?

142. Does the Tahsildar know his Tahsil sufficiently well to be able to say with confidence whether it is properly assessed or not ?

143. Does he watch the course of trade, and while determined that the Government revenue should not suffer, is he still prepared to give relief to all who have suffered *bonâ-fide* loss?

Land Improvement and Agricultural Loans Acts.

144. What measures has the Tahsildar taken to find out persons really deserving of advances?

145. Is the Tahsildar determined that all applicants should come direct to him, and not through the intervention of venal underlings ?

146. Does the Tahsildar know the real cost of works generally constructed, such as wells, &c.?

147. Does he understand the principles of Takavi

administration and know when to press for repayment, and when to hold his hand?

148. Are there any irrecoverable balances, and if so, through whose fault have they occurred?

Police and Criminal Administration.

149. Does the Tahsildar keep any check on the conduct of the Police, or watch the condition of crime in his Tahsil?

150. Has he secured proper arrangements for the watch and ward of the roads, ferries, &c., within his jurisdiction?

Pounds.

151. Is the Tahsil properly supplied with pounds, and does the Tahsildar check the accounts and inspect the arrangements made for the comfort of the animals?

152. What is the longest distance of any village in the Tahsil from a pound?

Schools.

153. Is the Tahsil properly provided with schools both primary and secondary?

154. Does the Tahsildar keep a control over the teachers, and see that they are popular and attentive?

155. Does he execute repairs to schools, or inspect them when done?

156. Does he examine schools? If so, how many of his schools has he examined during the past half year?

157. Does he take any interest in moral or physical training?

Sanitation.

158. What system of village sanitation has the Tahsildar adopted, and with what practical results?

159. What villages by the yearly occurrence of cholera or other disease point to specially insanitary conditions?

160. What measures have been taken to improve these insanitary villages?

Summary Settlement.

161. Are the alluvion and diluvion registers complete?

162. Have the lists of mahals been punctually submitted by Kanungos and Tahsildars?

163. Are there any revenue-free mahals, the culturable area of which has increased more than 10 per cent.? If so, have they been assessed to revenue?

164. Has the revenue roll been altered on receipt of sanction?

165. What measures does the Tahsildar take to find out whether groves are cut or not?

166. Are the registers of revenue-free tenures properly kept up?

167. What measures does the Tahsildar employ to find out if Patwaris report faithfully the death of muafi-holders?

168. Has the observation of conditions in the case of all muafis been enquired into?

Vaccination.

169. What attention is paid by the Tahsildar and his subordinates to vaccination?

170. How many villages in the Tahsil have not been visited by a vaccinator within the last two years?

Vital Statistics.

171. Does the Tahsildar ever check the returns? If so, has he found any villages where registration is conspicuously incorrect, and what steps has he taken to get the chaukidars punished?

PART III.

OFFICIALS WITH SPECIAL DUTIES.

Chapter 9.

Tahsildars or Sub-Collectors.

In attempting, in this chapter, to describe the duties of a Tahsildar, considerable risk of repetition is run, as this official has to do with the majority of the departments of work dealt with in previous and succeeding chapters. But so important are the duties of this functionary, so much does the success of the administration depend upon his efficiency, that it seems advisable to devote a chapter to the officer, as the last chapter was devoted to his office.

As a preliminary to what follows, it may be remarked that the most important part of the duties of a Tahsildar is the acquisition of thorough and exhaustive local knowledge. It is much to be regretted that no camp equipage or travelling allowances are sanctioned for Tahsildars, but as their entering the service is a purely voluntary act,

they cannot be permitted to neglect the most important part of their duties. A Tahsildar should know his Tahsil as far as possible in the same way as the head of a family knows the individuals that composo it : any trouble or expense to which a Tahsildar may be put, in acquiring this exhaustive local knowledge, will be amply compensated for by the pleasure and facility with which every description of work will be performed, when the knowledge is acquired.

SECTION I.—*Of the duties of a Tahsildar as head of the Tahsili Establishment.*

Of distribution of work and general control of subordinates.—The distribution of work among his subordinates will, in general, be arranged for a Tahsildar by the orders of superior authority : when this work has to be done independently, the following principles should be borne in mind :—

(1) No work should, in general, be made over to a superior official which can be done equally well by an inferior one.

(2) Each individual will perform that work most efficiently in which he takes a special interest, and care should, therefore, be taken to give to each that department for which he is naturally fitted.

(3) All work which intimately affects the weil-being of the people, or which affords scope for embezzlement of the public revenues, should be kept by a Tahsildar in his own hands, or, at least, not made over to any subordinate in whom he has not the fullest confidence. In the event of delegation of such work to such subordinate,

the Tahsildar will be expected to satisfy himself, by such supervision as may be necessary, that his confidence is not misplaced.

Illustrations.

(*a*) The preparation of accounts should not be made over to a person unacquainted with mathematics.

(*b*) A local investigation involving hard physical labour should not be made over to a sickly or weak person.

(*c*) Such work as the distribution of takavi, payment of labourers for work done, sale of contracts, &c., &c., should not be made over to any person in whose honesty the Tahsildar has not the fullest confidence.

Of Special Officials.—In every Tahsil there are special officials charged with special work, and to these ordinarily no work other than their own can be entrusted.

The Tahsildar's duty is to see that the special directions for his guidance are carefully attended to by each official.

The following are ordinarily prohibited from doing any but their own special work :—

(1) The Registrar-Kanungo.
(2) The Supervisor Kanungo.
(3) The Registration Moharir.
(4) The Tahvildar.

The following are not to be ordinarily employed out of the Tahsil, or, at least, not both at the same time :—

(1) The Wasilbakinavis.
(2) The Siahanavis.

NOTE.—During the time at which the land revenue is coming into the Tahsil, the last named officials must be strictly kept to their own duties.

Tahsildars must particularly bear in mind that the efficiency of the administration depends in a large measure upon the Kanungos being kept strictly to their own work; and they will be held personally responsible for the neglect of this all-important principle. It is probably a common practice, in many Tahsils, to employ the Kanungos on extraneous duty without recording the fact. This is strictly prohibited. Every duty undertaken by a Kanungo must be recorded plainly in his diary. It is understood, of course, that the only kind of extraneous duty permissible is that which does not interfere with the performance of his proper avocations by a Kanungo. The only conditions under which such duties can be thus performed are—

(1) When the Kanungo has finished his own proper work.

(2) When he can accomplish the extraneous duty on his way to, or during the performance of his own.

Of the Tahsildar's general superintendence of the work of his subordinates.—A Tahsildar should be competent to perform the work of each one of his subordinates, and be cognizant of the manner in which each acquits himself, so that when questioned with regard to any branch of work he may not require to refer to any one before giving an answer. This is an indispensable preliminary to efficient supervision and control. It is also plainly necessary to enable the Tahsildar to get the work of any special post done, in case of emergency, by a raw hand.

A Tahsildar should also practise each one of his sub-

ordinates in doing various kinds of work, so that they may not lack experience, should it be necessary to entrust that work to them. In particular the official to whom it may be necessary to entrust the charge of the Tahsil should be made to perform that duty under the Tahsildar's eye. For instance, in the absence of both the Tahsildar and his assistant or naib, the Wasilbakinavis has often to take charge of the Tahsil, and it is most essential that the Tahsildar should know whether he is fit to be entrusted with such an important duty.

The Tahsildar should invariably bring to the notice of the District Officer any case of incompetency for his duties on the part of any official, and should also make it known whether or not his subordinates are fit for any duties other than their own. It is, of course, understood that want of experience is not to be considered incompetency. It is the Tahsildar's duty to arrange that his subordinates should have the opportunity of acquiring experience of all kinds, as well as to instruct them in the performance of the tasks which, under the present distribution of work, may be allotted to them.

Of the Tahsildar's general conduct of his own work in relation to his subordinates.—A Tahsildar should attend to the following points in this connection :—

(1) When he is in charge of the Tahsil, he should not delegate the duty of signing important papers to any one else.

(2) The Tahsildar should bear in mind that when he signs any paper he is responsible for its contents. He should, therefore, carefully examine every paper to

satisfy himself that he can conscientiously vouch for the accuracy of the statements made therein, or if not satisfied, he should affix a note to that effect.

(3) The Tahsildar is prohibited from allowing any of his subordinates to utter any expressions which can in any way be construed into giving their opinion as to what ought to be done; not only would such conduct destroy the personal influence of the Tahsildar, but it would give the subordinates enormous opportunities for oppression and illegal gain. Should a Tahsildar require advice, he should refer to superior authority or consult his fellow Tahsildars by private letters.

NOTE.—This caution is not intended to minimize the extreme importance of comparison of experience and opinion, and utilization of the knowledge gained by any one in however subordinate a position. But the necessity for independent action on the part of a Tahsildar so rarely occurs, that it is better for him even to make a mistake than to incur the far greater evil produced by the impression that he is under the influence of any subordinate. Should any individual, who cannot be trusted to give his opinion, have valuable experience to impart, it can always be got from him, if he is questioned in such a way as to imagine that he is being catechized and examined, instead of being consulted. The only occasions on which subordinates should be permitted to interfere in any way with the work of their superior officers is, when the latter pass any order which is contrary to law or the directions of superior authority. In such cases it should be impressed on subordinates that they not only may, but that they are bound to, bring to notice any breach of law or rule.

(4) Chaprasis should, as a rule, be prohibited from opening their mouths at all. The slightest favour shewn by a Tahsildar to a chaprasi, may be productive of the most serious consequences.

Of the general regulation of the work of chaprasis or messengers.—The Tahsildar should see that all the chaprasis of the Tahsil are provided with uniform, and if they do not reside in the lines of the Tahsil, he should report the matter. It is a good plan to give each chaprasi a

turn of each different kind of work. A regular register of chaprasis on duty, with the work apportioned to each, should be kept up; and the time within which each man should finish the work allotted to him, with the date and hour of its commencement, should be recorded.

About 15 miles a day is a fair average journey for each man, and a certain number of chaprasis should be kept, with their "loins girded," ready to start on outside work at a moment's notice. On return from outside work, the date and hour of each man's return and result of his labour should be noted.

On the arrival of each day's dâk from the sadr, the Tahsildar should note the receipt of any urgent orders and arrange for their immediate despatch.

Care should be taken that the distribution of work does not necessitate the return of any man to the Tahsil only to start again for the same tract of the country. A little care will prevent a man's going over the same route twice, and utilize his services to the full.

The Tahsildar should see that the orders communicated to each man are intelligent, and understood by him, and conformable to those received from head-quarters.

The Tahsildar must see that the character of each chaprasi, and the way in which he performs his work, are accurately and carefully recorded. The naib nazir or the miscellaneous moharir is ordinarily made responsible for recording the performance by each chaprasi of his duty when he returns to the Tahsil; the Tahsildar

that no orders are carried out by any person other than a peon of the regular establishment, or his recognised substitute.

Mazkuri Peons.—Applications for the appointment of mazkuri or extra peons should be made with reference to the requirement of the season, and not on the basis of appointments in previous years.

Tahsildars should be held strictly responsible for not requesting the appointment of unnecessary hands.

Leave.—Tahsildars should forward all applications for leave as a matter of course. In regard to officials entitled to privilege leave, Tahsildars should note whether any inconvenience will be caused by the grant of the leave. In regard to all other officials, Tahsildars should also note whether they have been working well for a period of 12 months previous to the application. In all cases Tahsildars should report why the leave is required, and whether there are any urgent reasons for granting it. The Registrar-Kanungo will keep a register of all leave granted to Patwaris.

Miscellaneous.—Tahsildars are strictly prohibited from giving any hopes of promotion to their subordinates; nor are they allowed to entertain candidates for service, or hangers-on of any description whatever, without the express permission of the District Officer. Tahsildars must be particularly careful to see that no persons follow them from one district or tahsil to another in the hopes of appointment or promotion. Most serious notice should be taken of any breach of this rule. The same restriction must, of course, be enforced upon subordinates.

No subordinate can be allowed to forward any application whatever in any way other than through his immediate superior.

The Tahsildar must make himself acquainted with the relationship of all his subordinates among themselves, and with persons residing in the district, and faithfully report the result of his enquiries. He must also ascertain to what extent, if any, the subordinate staff are in debt to the Tahsildar, and whether that individual has money-lending dealings on his own account or not.

Section II.—*Of the General Office Work of the Tahsildar.*

Execution of orders.—The Tahsildar must see that every order received from the sadar is duly posted in the approximate register, and for the purpose of shewing that no undue delay takes place in execution of orders, submit a fortnightly statement shewing progress made.

Despatch of statements.—The Tahsildar should keep a list of prescribed statements always suspended in a conspicuous part of the Tahsil, with the dates on which they are due; and should note on the list any instructions as to change of form, or date of despatch, immediately on receipt.

Malkhana.—Tahsildars should see that the Malkhana register is properly kept up to date, and that all receipts and issues are duly entered. No article should be taken out of the Malkhana without the order of the Tahsildar, or officer in charge of the Tahsil.

Rain-gauge.—The Tahsildar should make himself thoroughly acquainted with the method of using each kind of rain-gauge, and see that it is properly placed, *i. e.*, where no building, tree, &c., can prevent the free access of the rain, and in good order. If the work is made over to the Naib-Tahsildar, the same remarks apply to that official.

Treasury.—The Tahsildar must carefully note and observe Circular No. 14 of 21st April 1876, and the directions of the Civil Account Code which concern him.

The Tahsildar's special attention is directed to the necessity for keeping all sorts of silver coin, notes, and other descriptions of currency such as are likely to be required by the people.

The sums in the berun-az-siaha, or personal ledger, should be kept as low as possible, and the Tahsildar should satisfy himself from time to time that the condition of the treasure-room, chests, bags, &c., and of the arms of the guard, is satisfactory.

The Tahsildar should distribute pay, &c., himself, and sign the usual papers.

Registration.—The Tahsildar should see that the provisions of registration rules No. $\frac{92}{\text{VII-III-6}}$, dated 5th February 1886, are fully carried out. His attention, however, may be directed to the following points, which are the principal ones to be attended to:—

1. There should be no delay in the return of documents.

2. Fees should be correctly calculated and credited.

3. The Registration Moharir should sit so as to be constantly under supervision.

4. Registers, &c., should be duly written up.

NOTE.—The rules above alluded to are so full and elaborate that no possible mistakes can take place if they are carried out, and the Tahsildar should see that this is done, and that the Moharir intelligently understands what is required of him.

Registers of permanent utility.—The Tahsildar is responsible that all registers of permanent utility are properly written up to date, that they are in good condition, and properly indexed, and that all rules regarding them are observed.

Law books.—The Naib-Tahsildar is ordinarily responsible for seeing that all law books are properly entered in the register, but the Tahsildar must, of course, satisfy himself that this is done.

Irrigation.—The Tahsildar is responsible that the canal jamabandis are written up to date, and that they are properly tested. He must be particularly careful to check all wasteful use of water, and to prevent all damage to canal works.

Land revenue.—The Tahsildar must take every opportunity of impressing upon the malguzars the absolute necessity of their paying in their revenue punctually.

The general object of the Tahsildar should be to collect the State dues at the time when the revenue payer or malguzar has cash in his hands, and to prevent him from squandering it. In every way prominence should be given to the Government revenue as a first charge upon the estate.

The Tahsildar must, however, bear in mind that he is

responsible for bringing to the Collector's notice any case in which his action drives a malguzar into the hands of the usurer.

Tahsildars must carefully observe the provisions of Circulars No. 3 of 22nd March 1871, and No. 5, dated 19th March 1875.

The Register of Dastaks should be alphabetically arranged and despatched punctually to head-quarters on proper dates.

When any defaulter is arrested, the fact must be immediately reported.

The Tahsildar will be held responsible that no undue hardship is exercised towards arrested defaulters.

The Tahsildar should have his Tahsil so well in hand as to know beforehand where default is likely to occur, and should be prepared with proposals for action if it does occur.

Bearing in mind the principles above alluded to, the Tahsildar should make a report, specifying the punitive measures most applicable to the case, with the reasons for his selection.

The Tahsildar must see that the following circulars are carefully observed :—

Circular No.	14,	dated	21st April	1876,	Department IX
„	14,	„	9th May	1878,	. III
„	70,	„	8th December	1879,	„ „
„	19,	„	28th January	1880,	„ „

Procedure to avert sales of ancestral property.—Reports by Tahsildars in reference to the possibility of averting sales of ancestral property are often most unsatisfactory. Tahsildars must recognize the extreme

importance of this branch of work. The capabilities of an estate under attachment must be carefully gauged, and it must be ascertained that the figures are really trustworthy.

English figures.—The Tahsildar must see that all officials are cognizant of the use of English figures, and it cannot be said that is the case unless they can do sums in them.

Kurkamins.—Special directions have been issued for the guidance of Kurkamins and other officials, and it is the Tahsildar's business to see that these directions are faithfully observed.

Section III.—*Of the Tahsildar's Court Work.*

Petition-writers.—Tahsildars should see that the petition-writers in their Courts are sufficiently well educated for their work, that they write petitions intelligently, and in proper form, and do not fill them with unnecessary matter. They should be particularly careful to see that petitions, the fate of which can only be to be struck off as soon as filed, are not written.

Reception of petitions.—On receiving a petition the Tahsildar should be particularly careful to tell the petitioner what he is to do, whether to remain in the Tahsil, to go home awaiting further orders, or to appear again on a particular date. The following most important points in connection with case work should be continually kept in mind by Tahsildars:—(1) They must see that all stamps are correctly affixed and properly defaced; (2) that all orders and proceedings in the case are

duly recorded in the proper place; (3) that all postponements are not only communicated to the parties, but that the dates are thoroughly known by them, and that they affix their signature to the orders. In cases where it is doubtful whether the parties really understand the dates on which they are to appear, small slips of paper, with the necessary figures in Urdu and Hindi, may be given to them, with directions to get them read by some literate person when the date approaches. In order to check any possible abuses Tahsildars should, at least once a day, call for any verbal applications that may be made to them, and take pains to see that no person who has anything to say is kept away by the underlings of the Court.

Cases should be disposed of as quickly as possible, and long postponements should be discouraged.

Depositions.—Tahsildars should be particularly careful to record what witnesses really say, taking care that nothing unnecessary is included in, and nothing necessary is excluded from, the depositions. In the case of admissions (and of course confessions) the Tahsildar must be careful to see that the deponent understands what he is admitting; the necessary certificates being given, of course, where required by law.

Examination of witnesses.—Witnesses should be examined, as far as possible, with their eyes fixed upon the countenance of those persons to whose case their statements are damaging. In many cases this person will appear confused if the evidence is true, and the witness will appear confused if his statement is false, and thus a most useful test of veracity will be obtained.

Criminal cases.—The great principle of criminal administration is that all cases affecting the parties themselves alone are better settled out of Court, the Court's interference being ordinarily necessary only in those cases which affect society. The Tahsildar should bear this in mind, both in taking up cases, and also in accepting compromises.

Preliminary examination of complainants.—Complainants should be examined as fully as possible, on their first appearance in Court, as to all circumstances bearing on the case, the relationship of parties and witnesses, &c., and should be specially compelled to say what the accused states in reference to the case. If even after a full preliminary examination the Tahsildar is in doubt as to whether a crime has been committed or not, he should, if a third class Magistrate, obtain orders to hold a preliminary enquiry into the case, rather than unnecessarily summon a possibly innocent person.

If the complainant cannot produce his own witnesses, one trustworthy person should be summoned for the purpose of this preliminary enquiry. If the Tahsildar has powers under section 202, C. Cr. P., he can, of course, hold the preliminary enquiry himself without orders.

Tahsildars are strictly prohibited from sending non-cognizable cases to the police for enquiry, a process which not only demoralizes the police, but tends to the institution of false cases by persons who only want their opponents worried by unnecessary investigation, and by the bullying of petty police officials. Tahsildars are to see that the rules for levying fees are properly observed,

and not to omit to take them because the complaint, though really an uncognizable one, has been exaggerated into a cognizable one by the complainant.

Tahsildars should, however, remember that the rules can be relaxed, in cases of poor persons *bonâ fide* in need of relief.

Expenses.—Tahsildars should carefully observe the provisions of High Court Circular No. 4, dated 18th September 1878, and remember the extreme importance of indemnifying persons for loss of time, and expenses to which they are put in attending Court. Nothing hinders the discovery of the truth so much as inconvenience to persons who should come forward and tell it.

Punishments.—Tahsildars should be extremely careful to award punishment with due regard to the circumstances of the offender.

Illustration.

A heavy fine should not be imposed upon a poor person. When fines are imposed they should be collected with due despatch, and if found to be irrecoverable, report should be made to that effect, so that the fine may be struck off.

Tahsildars should be careful to see that the police do not harry the people by an unintelligent carrying out of the rule that fines can be realized at any time within six years.

Ex-parte cases.—The Tahsildar should be particularly careful to see that no injustice is caused by the decision

of cases *ex-parte*; and for this purpose he must satisfy himself that the summons was really served according to law.

In mutation and other cases, in which the depositions are written by the Registrar-Kanungo or other official under the Tahsildar's superintendence, he must see that the above directions are attended to as far as possible. Over a month a Tahsildar must examine the bastas of the Registrar-Kanungo and the Judicial Moharir to see that everything is in proper order, and he must be careful to see that records are despatched to the sadar on due dates.

Section IV.—*Of work partly inside and partly outside the Tahsil.*

Direct Taxes.—Tahsildars are required to make themselves personally acquainted with the circumstances of every person subject to direct taxation, whether license-tax, income-tax, or any other tax.

The principal points to be attended to are, first and foremost, that no person is taxed who should be exempt; secondly, that no person is omitted who should be taxed; thirdly, that the income of each assessee, with the details thereof, is accurately recorded as far as possible; and fourthly, that each assessee knows his assessment, and the grounds of it.

Excise.—The following points may be noted as requiring the particular attention of Tahsildars:—

1. They must know accurately, as far as possible, the value of each contract within their Tahsils, so as to be

able to check the proceedings at the annual auction, and see that neither does the Government revenue suffer, nor are bids forced up too high by irrational competition.

2. They must see that the conditions of all contracts within their Tahsil are duly carried out.

3. That no illicit dealings take place.

4. Tahsildars must particularly watch the attitude of the police towards the excise administration. The police are prone to vexatious interference in technical cases, because in them they have small hopes of illegal gratification. In embezzlement of the revenue, on the other hand, the police are freely bribed, and therefore they are very prone to neglect their duties in its more important branches, and be over-zealous in others. Strict supervision is necessary to defeat these machinations.

5. Tahsildars must carefully watch to see that the excise contractors do not fall into arrears.

6 Tahsildars must see that due provision is made for the sale of excisable articles, without inconvenience to the consumer, wherever a legitimate demand exists, more particularly when the articles are required for religious, ceremonial, or medicinal purposes.

Stamp Administration.—The following points may be noted as most particularly to be observed by Tahsildars :—

1. That a sufficient stock of each kind of stamp exists, both in the Tahsil and in the hands of each licensed vendor.

2. That proper facilities for vend are supplied, in all places where there is likely to be a demand.

3. That the people thoroughly understand the law.

4. That all rules are properly observed, and all registers are properly kept up.

5. In regard to all fluctuations in sale of stamps, Tahsildars must be careful to furnish intelligent explanation of deficiency or excess. If the fluctuations are natural, and may be expected to correct themselves, this should be stated ; but if they are due to any special cause, that cause must be investigated and reported. This must be done in reference to each denomination and value of stamp, and not in lump for a class.

Act XX Towns.—Tahsildars should see that Panches, or Assessing Boards, are thoroughly representative, and understand the responsibility of their position. Panches too often aim at exempting the rich from taxation, and throwing the whole burden on the poor, and therefore the Tahsildar's efforts should be directed towards counteracting this tendency.

The Tahsildars must see that the tax-collector, or "bakshi," complies with all the rules for his conduct ; that he promptly credits all items of receipt as soon as collected ; that he gives a receipt to each tax-payer, makes no excess collections, and generally performs his duties in a conciliatory manner.

The Tahsildar must see that the collections correspond with the demand, and with the necessities of the town, and must watch and report if the incidence of the tax rises above the legal figure. The Tahsildar must carefully note any local improvements needed for a town ; so that any balance may be usefully expended.

Dispensaries.—A Tahsildar must carefully supervise the working of the dispensaries in his jurisdiction, and see that the native doctor treats poor patients with as much care as rich ones.

Tahsildars must, above all, endeavour to prevent the exactions of illegal fees by native doctors, as such conduct tends more than anything else to the unpopularity of European medicine, and to prevent the dispensary from being used by the very people for whom it is intended. A Tahsildar on his visit should see that everything is clean in the dispensary, that poisons are properly kept, that necessary furniture is supplied, with medicines in sufficiency, and that the compound is duly furnished with trees, and, where possible, with flowers.

Sanitation.—The following most important points are here noted for the Tahsildar's special guidance :—

1. People should be prevented as far as possible from using dirty water, and wells should be kept properly mended at the top, and clean.

2. Refuse should be thrown in special places, chosen with reference to the most common direction of the wind, and covered over with earth.

3. Village sites should be kept as clean as possible, and the purposes of nature confined to places set apart for them.

4. Stagnant water should not be allowed to accumulate.

5. Jungle, ruined houses, &c., should not be allowed within the village site.

6. Where the village is kept fairly clean, and the

people appreciate the advantage of sanitation, pigs should be kept outside the village, but it must be remembered that pigs are natural scavengers.

In Act XX Towns, especially, the Tahsildar should endeavour to carry out the sanitation rules, and after them, in large villages.

The object to be borne in mind, in endeavouring to improve the sanitation of the country, is to avoid harsh and inquisitorial measures, and to induce the people to see the advisability of the improvements, and to undertake them for themselves.

Agricultural improvements and Government advances.—These two subjects may be considered together. The Tahsildar should keep this work in his own hands, and, from his knowledge of his Tahsil, be able to say at once where improvements are required, and to whom money can be safely advanced for the purpose. The following may be noted as most important points for a Tahsildar to bear in mind in this connection. The most useful works to be undertaken are wells, dams, tanks, and other methods of irrigation, improvement of the breed of cattle, introduction of improved agricultural implements, &c.

Takavi for these purposes should be distributed by a Tahsildar, with his own hands, to persons who can give the requisite security, and intend to carry out the work. Applications for withdrawal of advances, for non-compliance with conditions, should contain full details, and a Tahsildar *should take into consideration any* circumstances beyond the control of a recipient of

advances, which may have hindered his performance of his contract.

Repairs of buildings.—Tahsildars should take particular care to send in all applications for repairs, so that the estimates may be duly sanctioned, and the work commenced within the proper time.

It must be understood that the only repairs to be done before the monsoon are those necessary to prevent damage during the monsoon.

During the rainy season itself only such repairs can be permitted as are necessary to enable daily work to go on, and generally the proper season for repairs is after the rains.

Patwari candidates.—The Tahsildar should always be on the look-out for promising candidates for patwarishlip of good character and fair general education.

Although preference is to be given to candidates who have read up to the required standard in a Government school, the Tahsildar should keep his eyes open for others, so that the list of candidates may be as long as possible, and the patwaris really feel that there are plenty of men to take up their duties, if they refuse to fulfil them.

Alluvion and Diluvion.—The Tahsildar must see that the provisions of Circular No. 13, dated 1st October 1875, Department I, are fully carried out.

The quinquennial revision of mahals should be strictly adhered to, and all intermediate revisions of demand must be granted only for the period left of the settlement running when the revision is made.

Pensioners and Muafidars.—The Tahsildar must see that a list of all pensioners and muafidars residing in his Tahsil is duly kept up, and satisfy himself that the patwaris understand their duty in respect of reporting the death of pensioners and muafidars, and that they are questioned on these matters on their visits to the Tahsil. The Tahsildar should take care to verify the facts with regard to pensioners and muafidars when on tour.

The same remarks apply to cases of heirs to a heritable pension or muafi.

In the case of a pension payable at the Tahsil, the Tahsildar must be careful that he thoroughly understands the rules and precautions for paying pensions.

Acquisition of land.—The compensation statements in cases of land taken up by Government must be prepared carefully under the Tahsildar's supervision. This branch of work is sometimes most unsatisfactorily and perfunctorily performed. The Tahsildar must be sure that he thoroughly understands the directions for the preparations of statements, and in cases of doubt, make a reference for instructions.

Calamities.—On the occurrence of any calamity affecting the agricultural population, the Tahsildar must at once proceed to the spot and investigate the causes and extent of the calamity most thoroughly. He must not raise any false hopes, however, of remission or suspension of the Government demand, or any other kind of State aid to the sufferers.

Section V.—*Of the Duties of the Tahsildar when on Tour.*

General enquiries.—When on tour the Tahsildar should lose no opportunity of enquiring into the general condition of his Tahsil and its population. In his demeanour towards the people, he should adopt the principles laid down in the ensuing section. When conversing with the people, the Tahsildar should be entirely alone, not even a private servant being allowed to be within the hearing of the conversation. By this means alone can trustworthy information be obtained.

Police.—The Tahsildar should keep himself generally informed of the manner in which the police within his jurisdiction are working. The following points may be enquired into by the Tahsildar with reference to the conduct of each individual station officer :—

1. Has he his chaukidars well in hand, and does he compel them to give information of everything that passes in their villages ?

2. Has he the bad characters of his circle well in hand, and is he constantly informed of their movements ?

3. Does he secure faithful reporting of crime in his circle ?

4. Has he his subordinate stations, if any, under thorough supervision ?

5. Is his discipline good ?

6. Is he conciliatory in his demeanour towards the people, and really looked up to by them as their protector ?

7. Also may be mentioned the obvious duty of a

thorough knowledge of every village in his circle, of the characters of the landed proprietors in relation to crime, &c.

NOTE.—With the object of finding out whether crimes have been committed or not in any village, it is very useful to question children, and to enquire into old cases which have been disposed of. When a case has been finally completed, it will ordinarily be to no one's interest to tell lies about it, so that it is a most useful check on the police to enquire about such cases.

Road Chaukidars.—The Tahsildar should see that the roads in his jurisdiction are properly patrolled. He should ascertain that the Road Chaukidars always remain at their posts, and that there are no complaints of oppression or illegal exaction by them.

Supervisor Kanungos.—The following rules are selected for special mention as being those which most intimately concern Tahsildars, and which they must strictly enforce:—

1. Kanungos must have a thorough knowledge of their circles, and of the character and capabilities of each Patwari.

2. They must be continually on tour, and have every man so well in hand that they can ensure getting good work out of him.

3. Kanungos must, on no account whatever, overlook the faults of Patwaris, but bring to the notice of the authorities every dereliction of duty, however slight, and of whatever kind.

4. The Tahsildar should make each supervisor give in a list of Patwaris who cannot or will not work. The Tahsildar must test the accuracy of this list and insist upon the Supervisor Kanungos getting good work out

of the remainder, *i.e.*, the men with whom he declares himself to be satisfied.

The Tahsildar must make the bad Patwaris in each circle his special care.

He may divide bad Patwaris into four classes:—

(1) Wilfully negligent and incorrigible Patwaris; (2) hopelessly incompetent Patwaris. The Tahsildars must endeavour to get rid of individuals belonging to these first two classes as soon as possible, and replace them by good men.

(3) The third class are the wilfully negligent Patwaris capable of reform. (4) The fourth class comprises men at present incompetent but able to fit themselves for their duties. The Tahsildar must accomplish the reform of these two latter classes as soon as may be, or if they refuse to qualify themselves, get rid of them.

Tahsildars must try and arrange that the whole of their Tahsils are inspected at least once in two years. They can manage this by finding out from officers about to tour in their Tahsils what portions of them they are going to test, and dividing the remaining villages between themselves, the Sadar Kanungo, and the Naib-Tahsildar.

Tahsildars must distinguish between trifling and serious mistakes in their testing. In reporting as incorrect entries returned by the Supervisor Kanungos as correct, it should be stated whether they have been guilty of dishonest work, or mere negligence.

Tahsildars must be careful to see that the supervisors test all changes compared with the previous year's papers;

and with regard to changes in cultivated area, it must be specified whether the changes are constant or adventitious, with the causes in each case.

Tahsildars must see that the rules laid down for Patwaris and Kanungos investigating changes in the villages in the evening, when the people are all assembled, are strictly carried out.

Tahsildars should see that Supervisor Kanungos have their plane-tables in good order, and write up their diaries properly.

In conclusion, the following additional cautions as to getting work out of Supervisor Kanungos may be impressed upon Tahsildars :—

1. Kanungos must be made to work in such a manner as to shew that they really take a pride in having their circles in good order.

2. They must not shirk difficult testing, as where maps, &c., have changed.

3. They must test once in about five years every field in their circle, and be strictly prevented from doing the majority of their testings near roads.

4. If Kanungos are employed on any extraneous duty, they must obtain the signature of the officer so employing them to an entry to that effect in their diaries, with a record of the number of days in which owing to such work they were unable to attend to their proper duties.

Estimates of produce.—Estimates of produce are generally most carelessly prepared by Tahsildars: they should be careful to make observations with such a degree of

closeness, and over such a large area, as to make them really trustworthy. During the hot weather and rains Tahsildars should keep the District Officer constantly informed of the crop outturn and general economical condition of their Tahsils. In the case of any threatened scarcity this duty becomes of transcendant importance.

Groves and Trees.—Tahsildars must see that the provisions of the following circulars are carried out :—

Circular No. 5 P (Arb.) of 1880.
„ No. 9, dated 20th October 1869, Department I.
„ No. 10, dated 28th June 1880 „ I.

The principal points to be attended to are :—

1. To encourage the planting of groves and trees as much as possible.

2. To see that all roads are gradually lined with trees, gaps being filled up as they occur.

3. Promptly to impose revenue upon all cut groves.

Constant supervision is necessary by Tahsildars in order to spend their allotments for arboriculture profitably, and to see that all trees planted out are properly protected and watered.

Forests.—Tahsildars should make themselves acquainted with the special conditions on which mahals containing semi-protected forests are held, and should see that these conditions are fulfilled, and in the event of breach of conditions report the matter promptly, so that a punitive jama may be imposed.

It must be ascertained that the watchmen carry out their duties honestly and efficiently, and that the boundaries of protection are clear and unmistakable.

Communications.—Tahsildars must see that all communications within their jurisdictions are in good order, so that traffic is not impeded. They must see that the culverts of roads are in good repair, and that the masonry is properly protected by metal or earthwork.

In any public works made over to the Tahsil establishment, payment to laborers to be made by nominal roll, the Tahsildar must be particularly careful that no one but a thoroughly honest and efficient official is placed in charge of the work If such an official is not forthcoming, the Tahsildar should not commence the work without reporting the matter and receiving special orders.

The following points have to be attended to in road mending, which is the work most commonly made over to Tahsildars :—

1. The road should be evenly raised all through and earth properly rammed, the shape a gentle slope from centre to sides, with drains running into natural drainage channels.

2. Ruts must not be filled up with loose earth, but special pains must be taken in their consolidation.

3. Water should not be allowed to lodge on roads, but be drained off into a natural drainage channel.

4. Drainage channels should meet the roads at right-angles, and the water should go either over or under it, *i.e.*, a dip bridge or culvert should be constructed at the point of contact.

5. One side of the road may be kept for light and the other for heavy traffic, but this is rarely possible without risk of oppression.

6. In all cases of difficulty and generally in all but the simplest earthwork, the Tahsildar should work under the general superintendence of the District Engineer.

Nazul lands.—The Tahsildar must see that the registers of Nazul lands are properly kept up, and that no encroachment takes place. He must also try and develope the resources of the land to the utmost extent, and not allow petty subordinates to have the management of it.

Ancient buildings.—The Tahsildar must see that all ancient buildings, especially those of archæological, historical or artistic importance, are in good condition, and if not, bring the fact to notice with proposals for repair.

Court of Wards estates, Estates under direct management, and Government properties.—The Tahsildar must visit every estate under his management during his tour, see that the management is efficient, and that the tenantry are not oppressed, that the capabilities of the estates are properly developed, receipts always given for rent, and leases to cultivators, &c., &c.

Cattle-pounds.—Tahsildars should visit the cattle-pounds in their jurisdiction and see that the moharir keeps up his registers, carries out the law as to sales, and generally conducts himself properly, that the arrangements for feeding and watering the cattle are satisfactory, and in particular that water is always kept ready for the cattle to drink at pleasure.

The Tahsildar should also satisfy himself that his Tahsil is properly supplied with cattle-pounds, and in

the event of this not being the case, should make proposals for the erection of new ones.

Education.—Tahsildars should see that all schools in their Tahsils are working efficiently, that the teachers are popular and hard working, and that the school is located where it is really valued. If a school is not valued, the Tahsildar should make proposals for its transfer to another place. The Tahsildar should satisfy himself that no village, in which a real desire for elementary education exists, remains without instruction of some sort. Either the people should be stimulated to pay for a teacher themselves, or partial aid towards the expenses of tuition should be arranged for, or a regular school should be opened.

In examining schools every pupil should be questioned, and not only a few selected ones, and the Tahsildar should encourage the playing of games and sport by the boys as much as possible.

Vaccination.—The Tahsildar should take every opportunity of impressing on the people the advantages of vaccination, and proving to them by statistics how great is the protection to life afforded thereby. He should also see that the vaccinators approach the people in a conciliatory manner, and test their work on the following principles :—

1. Has the vaccinator operated on a number of children equal or nearly equal to that given by the application of a normal birth-rate ?

NOTE.—Statistics may be usefully taken on a cluster of villages ; but where a village is large enough, it will itself furnish a basis of calculation.

2. Are the operations successful, and the register truthful ?

NOTE.—There is no reason why adults as well as infants should not be vaccinated.

Vital statistics.—Vital statistics should also be tested by the application of normal birth- and death- rates to local areas, as well as by an independent enquiry.

Licenses for vend of fireworks.—Tahsildars should inspect all shops licensed under the Arms Act during their tour, and satisfy themselves that the rules are properly observed.

Gun licenses.—Tahsildars should carefully enquire into the necessity for the grant of gun licenses for the protection of crops, and report accordingly.

Ferries. — Tahsildars should make themselves acquainted with the condition of all the ferries in their jurisdiction, and report in case there is any necessity for the improvement of old, or the opening of new ones. They should see that the contractors make proper arrangements for facilitating traffic, and make themselves generally acquainted with the value of each ferry, at the same time being careful to guard against all illegal exactions.

Health of men and animals.—It is the duty of the Tahsildar to keep the District Officer informed of the condition and general health of men and animals. In regard to cattle disease the Tahsildar must see that the rules on the subject are properly carried out, especially the important one of segregation of diseased animals.

In the case of reports of cholera, the Tahsildar must

take care that the disease so named is really cholera : chaukidars and others are a great deal too ready to christen ordinary maladies by this ill-omened name.

Trades and manufactures. — Tahsildars must make themselves generally acquainted with the condition of trade in their Tahsils, note the principal exports and imports, and see if any measures for the encouragement of trade are necessary.

They should devote their especial attention to encouraging any indigenous manufacture which may exist in their jurisdiction.

Boundary pillars.—Tahsildars must be careful to note the condition of all boundary pillars in their jurisdictions, especially those on the borders of native estates.

Miscellaneous.—Tahsildars on tour should note the condition of the following :—

Sarais, encamping grounds, cemeteries, pillars of the great trigonometrical survey, &c., &c., and make any necessary reports as to their condition. They should also note the existence of any mineral wealth, test the list of electors, &c., and generally keep their eyes open to observe any matter which may appear worthy of notice.

Section VI.—*Of the general demeanour of a Tahsildar towards his subordinates and towards the public.*

The general treatment of, and demeanour towards, both subordinates and the public is such an important part of a Tahsildar's duties, that special prominence is given to the subject in a separate Section. Proof of real ability and special fitness for his post is given when an officer

can combine the opposite qualities of strictness in discipline and patient forbearance, an inflexible determination to countenance no dereliction of duty, and at the same time a sympathetic desire to assist a delinquent if possible to reform : the qualities, in fact, which make a man loved and feared at the same time.

A Tahsildar must strive to ensure the prompt recognition of good conduct on the part of those of his subordinates who spontaneously behave well, the reform of those bad ones who are capable of reform, and the ruthless punishment and dismissal of the incorrigible.

The feelings and wishes of subordinates should be consulted as far as possible, without prejudicing the interests of the public service.

In his conduct and demeanour towards the people, the same principles, *mutatis mutandis*, should guide the action of a Tahsildar. He should strive to cultivate a dual personality, as an officer uncompromising in his determination to have the orders of Government obeyed, and yet a friend who can explain the reason of those orders, and shew how their observance can be freed from irksomeness.

He should know every corner of his Tahsil, and the character of every individual of power or position minutely and thoroughly, and be always enquiring about every thing, so that if particular enquiries are necessary, suspicion may not be aroused by a new practice. On moving about his Tahsil (every village of which he should thoroughly know) the Tahsildar should be met by a detachment of the respectable people of the village,

including representatives of every class, who should accompany him to the next village, one person only at a time being with him, as described in another place. Complaints should not be invited, but if made, should be enquired into without the complaining person knowing that this is being done. He should generally be referred to the regular Courts for redress. On no account should the Tahsildar ever let it be known from whom he has derived any particular piece of information, and of course he must never call upon any person to come forward and state in public what he has said is private, unless he is perfectly willing to do so.

Chapter 10

Kurkamins or Distraint Officers.

The duties of a Kurkamin are as follows :—

1. The conduct of proceedings in distress for rent.
2. Execution of decrees of Court.
3. Sale of the property of criminal offenders.
4. Sale of moveable property for arrears of land-revenue.
5. Ejectment of tenants, and their re-instatement.
6. Division of grain where rents are paid in kind.
7. Appraisement of property, the value of which is disputed.

It is incumbent upon all Kurkamins to enter in the appropriate register all applications and orders as soon as

received. Should the applications present trifling irregularities, which may nevertheless prejudice the future conduct of the case, the Kurkamin may, of his own motion, point out the defect, and have it remedied by the applicant, but in the case of serious irregularities, he should report the matter to the Tahsildar for orders. Cases should be proceeded with as far as possible in order of application, and receipts should be given to all applicants.

The Kurkamin should keep a diary, showing clearly the work performed by him on each day, the place at which he performed it, and the money received by him.

Procedure preliminary to Sale.

The applicant or decree-holder should be required to give in a list of the property which he wishes to have sold, which should be tested and compared with what is actually found at the spot. Care must be taken to see that property exempted by law is not proposed for sale. Care must also be taken that property under attachment is not tampered with by the owner or any other person. The nature of the precautions to be taken will vary, of course, in every case : certain articles may require to be measured, others to be weighed, and in some instances watchers may have to be appointed. When cattle are attached, they should be made over, if possible, to the owner, or to some other trustworthy person, so as to avoid unnecessary expense.

Sale.

Care must be taken that the expenses of sale are reduced to a minimum, and that it takes place under circumstances

such that the best possible price can be obtained for the articles sold. Such portions or lots of the property only should be sold as seem necessary to satisfy the claim with costs.

Suggestions for Inspection of Kurkamin's work.

1. Are the registers properly kept up, and are all applications and orders entered as soon as received, and are they disposed of in order of date ?

2. Are receipts given for all applications and fees paid ?

3. Is the proper period of grace given in all cases ?

4. What is the date of the oldest case, and has unnecessary delay taken place in the disposal of any ?

5. Has the Kurkamin ever allowed property exempted by law to be attached ?

6. Have unnecessary expenses been allowed in any cases ?

7. Has any property been sold much under its proper value ?

8. Is the expenditure within the receipts ?

9. If the expenditure is very much less than the receipts, does the state of the work call for the appointment of extra Kurkamins ?

Chapter 11.

Other Officials with Special Duties.

In the present Chapter a few words will be devoted to the officials whose special duties have not yet been de-

scribed. The duties of the following officials have been noticed in the Chapters opposite their names :—

Departmental Clerks	...	Chapter 1.
Record-keepers, Weeders and Record Lifters	...	„ 5.
Nazir	...	„ 7.
Siahanavis and Wasil-bakinavis	...	„ 8.
Octroi Clerks	...	„ 25.

The following still remain for notice :—Revenue and Judicial Superintendents, Daftris, Jamadars (or head messengers) and Pound Clerks.

Revenue Superintendent.

The Revenue Superintendent is, as his name implies, the principal assistant to the District Officer in the Revenue Department. He should not be allowed to degenerate into a Peshkar, but should be kept to his proper work of superintendence of the work of all other revenue officials. He should satisfy himself that all departmental clerks are keeping up their registers properly and depositing all completed records promptly : in the case of those attached to particular Courts, however, the Peshkar is the proper person to do this. Similar remarks apply to the Judicial Superintendent, only that that official is usually obliged to do a good deal of reader's work. But it is a good plan to keep both Superintendents to the work of supervision, and to employ various officials in bringing up particular papers for orders. By this means the District Officer will become acquainted with the character

and capabilities of the entire staff, and besides gain a more personal grasp of the administration than will be the case if he always works through the same subordinate.

When purely formal papers have to be read, about five or six officials should be employed in the work at the same time, each reading in turn while the others are writing the orders given them. This will prove a great saving of time. Important papers, or those requiring the presence of any particular individual, should be reserved for a leisure moment. Urgent papers, it is assumed, are disposed of daily. In this connection it may be as well to observe that as most District Officers reserve special days for original and appellate judicial work, so it is highly advisable to have a set day for miscellaneous work. In that case, Tahsildars and others forwarding reports on miscellaneous matters connected with individuals, can direct them to be present at the next miscellaneous day, if they wish to have their cases brought up in their presence. For instance, if the miscellaneous day were Thursday, a Tahsildar forwarding a miscellaneous case on Wednesday, would direct the parties interested to present themselves at head-quarters on the Thursday week, as by that time the papers could reach and be put up for orders.

Daftris.

The duties of Daftris or stationery superintendents can be gathered from the name. They have to see that the various Courts and offices are properly supplied with pens, ink, and other office necessaries. When daftris are employ-

ed upon book-binding work, their charges have to be carefully checked and supervised.

Jamadars.

The duties of Jamadars are, principally, to control the messengers and record the duties on which they are deputed. They are also employed on the collection of supplies and other miscellaneous duties of the Tahsil.

Pound Clerks.

The duties of a Pound Clerk are very simple. He has to give a receipt to the person who brings any animal to the pound and another to the person who pays the fine and releases it. He should record on each counterfoil of the fine register the total of his receipts up to date. This will be a valuable check on any tampering with the accounts. There should always be a plentiful supply of good fodder in the pound, and a strong vessel full of sweet water for drinking. Cattle should be sold at the Tahsil, the wages of an attendant being realized from the sale-proceeds ; skins of dead animals can be sold at the pound itself. The clerk should not allow the cattle attendant to feed the animals in the pound without supervision, but should have them fed before him. Pounds are easily established in large villages, if the proprietors will give a building for the purpose, and guarantee any deficit in the clerk's pay caused by failure of receipts. There should be a pound within a minimum distance of (say) six miles from every village. The percentage of cattle sold to cattle impounded should not rise above five or six. On the other hand, prices should show

a tendency to rise, and should not fall below an average of four or five rupees an animal. It is assumed, of course, that the directions laid down in the Act will be enforced upon every pound-keeper. Among these the most important is that enjoining proper notice of the sale of all impounded animals. It is inadvisable to place pounds in absolute charge of the police, but every pound should be under the supervision of a superior officer of the force.

PART IV.

SPECIAL BRANCHES OF DISTRICT WORK.

Preliminary.

Those portions of the work of a District Office which admit of classification according to the departments in which, or the officials by whom, they have to be performed, having been described, we proceed to consider those branches of work which do not admit of such classification, and can be treated only according to subject. The arrangement adhered to in this part will be an alphabetical one, which seems, on the whole, preferable to any other, and is certainly the handiest for reference.

Chapter 12.

Arboriculture.

1.—*Introductory.*

The importance of introducing some check to the ever-increasing tendency to denude the country of trees, will

hardly be denied. Even those who fail to recognize the extreme economical importance of the larger flora, will appreciate the value of groves and avenues in a tropical country to cattle and travellers. Leaving for a subsequent section the subject of groves and orchards, and premising that all public buildings, camping grounds, &c., should be properly provided with trees, we proceed to consider the most common form of arboriculture coming under a District Officer's care, *viz.*, the planting of avenues on road-sides.

Independently of other advantages, the planting of trees on the sides of roads is most useful to the roads themselves, binding the earthwork together, and checking the washing away of the road during the periodical rains. In order to utilise the grant for each district to the full, and prevent the money from being wasted, adherence to a few simple rules and constant supervision is necessary.

A detailed scheme extending over at least three years should be prepared, showing exactly what roads want trees, and whether single or double rows are required. The approximate number of trees required to be planted should, of course, be shown, and the places where nurseries are wanted, the whole being arranged in order of urgency. In this, as in every other branch of the administration, it is very useful to have a special map of the district. The "Arboriculture Map" would, of course, show at a glance what roads were wooded and what still remained unprovided with trees ; and might also show the work done in each year.

The budget allotment should be distributed over each of the Tahsils and each of the heads of expenditure, such as the following—(1) establishment, (2) formation of nurseries, (3) purchase of seeds and plants, (4) digging of holes, (5) purchase of pots, (6) protection, (7) irrigation, (8) reclamation of waste land, (9) lopping and felling, (10) miscellaneous.

A further distribution over each month of the year should also be made, so that no money may be allowed to lapse, and also that any excess of expenditure over allotment may be noted and corrected either by curtailing operations, or application in time for the savings of other districts. A district which is really doing good work in this department, may greatly extend its operations by being on the look-out for savings and additional allotments.

2.—*Nurseries.*

A well, canal, river or tank must be handy to the place selected for a nursery. It should be open to the east so that the young trees may get the morning sun, but protected by shade from the midday sun. The nursery site should be dug up all over to the depth of one foot, and manured with decayed leaves. The decayed leaves should be stored in a hole in March and some earth thrown on them. The soil of a nursery should not be too clayey, a fair amount of sand being required: an impermeable sub-soil should also be avoided. Nurseries should be established at every few miles along the road which it is desired to plant with trees.

3.—*Operations preliminary to Sowing and Planting.*

At the places where trees are to be planted holes should previously be dug for their reception. The holes should not be less than 30 or more than 60 feet apart for ordinary trees, though for fig trees, tamarinds, &c., more space may be required. The best time for digging holes is in March, so that the sub-soil may be well exposed to the sun; but it can be done, of course, at any other season. The holes when dug should be filled up with dead leaves, and when the trees are to be planted, the leaves should be cleared out from the centre, and some soft earth supplied to plant the tree in.

4.—*Sowing and Planting.*

Sowing and planting cuttings may be carried out *in situ*, but the preferable method is by means of nurseries, as there is more opportunity for selection. Cuttings produce, as a rule, less hardy plants than seeds, but it is sometimes advisable to produce in this way. A one or two years old bough should be taken, and it should be cut in the spring months before the bursting of the buds, *i.e.*, in January or February, or else at the commencement of the rains. The stalk of the cutting should be from half a foot to two feet long, and should contain two uninjured buds, one bud will be buried in the earth, and the other remain on the outside. Seeds should be collected only when ripe, and from full grown, well formed, and sound trees. Seeds should be collected on dry days, and when gathered should be spread out to dry in the shade. They must always be kept dry. The seed of trees whose fruit contains

a kernel, should be sown at the season of maturity. The seed of other trees at the seasons named below :—

Peepul (*Ficus Religiosa*), April.
Nim (*Melia Indica*), end of August.
Ber (*Zizyphus Jujuba*), July.
Mango (*Mangifera Indica*), July.
Shishum (*Dalbergia Sissa*), March.
Babul (*Acacia Arabica*), March and July.

Jamun (*Eugenia Jambolana*)	April or July.
Mahua (*Bassia Latifolia*)	
Tut or Mulberry (*Morus Alba*)	
Katahal or Jack (*Artocarpus Integrifolia*)	

It may be mentioned here that the best trees to propagate are the mango, jamun, jack, and mahua, which are useful for food, the sishum and babul for wood, and the figs (bargad, pipal, gular and pakar) for shade and beauty. Tamarinds form the finest avenues, but they are very slow in growing.

The ordinary rules as to transplanting, thinning out, protection from frost and sun, &c., are known to every intelligent gardener, and it is not necessary to enlarge on them. Seeds can be grown in pots as in the open, but all but the strongest plants should be destroyed. Seedlings sown in the ground can be removed to pots, if found worthy of preservation.

The soil used in the pots should be well manured. Stable manure two years old, mixed with decayed leaves, is good.

5.—*Transplanting.*

The season for transplanting is in the rains, although it can sometimes be successfully done in the cold season.

A two or three year old tree should usually be selected for transplanting, but only healthy plants should be taken, of which the following are the signs :—In the early summer the bark should be clear and not scaly, and the under bark a healthy, transparent green, and full of sap. Care should be taken that earth adheres to the roots: a mixture of moistened cowdung and earth may be pressed round them when this is not the case. The older the sapling is, the more chance there will be of rearing it, and the less will be the expense of watering and protection.

6.—*Protection.*

All young trees require protection until they are so grown up that the leaves are out of reach of goats and other enemies. The following are the ordinary methods of protection :—First, and on the whole most effective, with a minimum of cost, is a fence of babul branches stuck into the earth and retained in a circular form round the young trees by strong bands. Secondly, a fence of prickly pear or other thorny bush, sown or planted round the young tree. Thirdly, a solid lattice-wall of bricks right round the tree holes, but this is very expensive, although it is so strong as to require but very little repairs. Fourthly, mud walls round the tree, but this method is injurious to the growth of trees by preventing the free circulation of air unless vent holes are made in the wall. Fifthly, a wattle fence formed by interlacing long flexible branches of trees round stout upright ones buried in the ground. Sixthly, moveable basket guards. And seventhly, triangular wooden palings, to which may be added, eighthly, the wall and

moat system of protection. If protection from frost is required, it is usually done by enveloping the whole tree with a covering of grass.

Two cautions are necessary in regard to protection :—First, care must be taken that the fences do not choke the young trees, but are eased off as the plant increases in size. Secondly, that all trees showing a tendency to grow up crooked are supported by uprights driven into the ground.

Constant vigilance is required to prevent injury to the fences. The most efficient method of supervision is to make over every tree to some official—to an intelligent chaprasi, if no other is available. Of course it is understood that there must be a mali in charge of every tree. It is scarcely necessary to observe that the malis and officials in charge of trees must report all cases of damage to them, however slight, with the names of persons responsible for the damage, if they can be ascertained. If serious damage is wilfully done or trifling damage repeatedly done by any person, he should usually be prosecuted in a criminal court.

The following descriptions of damage may be described as serious :—So harming the young trees as to cause them to wither or to be in danger of withering ; cutting off any large branch or felling a whole tree ; pushing away the fences, pulling up the watering vessels or emptying them, and injuring the roots of a tree.

7.—*Watering.*

From the time of planting, trees must be watered on the spot for two or three years. There are three methods

of watering them : first, by means of earthenware pots made of sand mixed with earth in equal proportions : these should be covered with tar on one side, *viz.*, the side which is to be away from the tree : the pot should be buried a hand's breadth from the root of the tree, so that the neck of the pot may be level with the ground, and it must always be kept full of water. The second plan is to make a hole with a knife at a hand's breadth distance from the root of the tree, where the earth is low, about 1½ feet deep : when the hole is made, sarpat or some other kind of coarse grass, which cannot easily decay, should be placed at its mouth ; and the hole should be filled with water through a funnel. The third and ordinary method is to water from a cart or tub by means of a funnel : but this plan will be most advantageous when the holes are made with a pillar of earth in the middle, surrounded by several alternate layers of leaves and earth. In January and February watering should be done once a week ; in March every five days ; in April, May and June twice a week; in October and November twice a month ; and in the month of December three times. In watering care should be taken to water the roots and not the bark of the tree.

8.—*Lopping and Felling.*

It is necessary to trim the boughs of trees (1) when their appearance is unsightly ; (2) when they obstruct traffic ; (3) when they interfere with the proper growth of the tree. The proper season for lopping is in February or at the end of the rains, and the best instrument with which to perform the work is a saw. It is sometimes

advisable to touch the wound with tar to prevent rotting. When it is decided to cut down a tree it may either be sold as it stands, or the wood may be stored or sold after cutting. In all cases the cubic measurement or weight of wood should be approximately given, with the market value of the particular kind of wood, when the price obtained is reported for sanction. The officer in charge of arboriculture should check the sale operations carefully, as a good deal of fraud probably takes place.

9.—*Formation of Groves and Orchards.*

Groves.—Groves should be planted either where there is a well already, or where one can be easily constructed, or on the bank of a river, tank or canal. Land owners and others should be stimulated to plant groves and scattered trees. The area under groves should increase rather than decrease. Groves should be planted at all places where travellers halt.

Orchards.—Fruit trees are best grown in orchards as they are more easily tended when thus grouped. Small patches of land may, however, be thus cultivated where irrigation facilities exist. The season for transplanting is in the rains, or during the first six weeks of the new (calendar) year. A minimum space of 12 feet is necessary between each tree, and from 25 to 30 feet may be required. Water should be given regularly and evenly, but scantily when fruit is ripening. The roots of all trees should be opened out in the cold season, and good soil supplied to them. All superfluous branches should be pruned away, as well as those which obstruct the passage of light and air.

The proper time for pruning is at the end of the cold season.

10.—*Reclamation of Waste Land.*

There is probably a good deal to be done in the way of waste land reclamation in planting bamboos and the dhaka (*Butea frondosa*). The latter is said to have the property of encouraging the growth of most valuable grass. But the usual method is by planting babul trees. This may be done by digging trenches and holes, and replacing the sterile soil with some good earth, or by ploughing the land deep, and sowing babul seeds as soon as soft earth is reached : the season for these operations is the beginning of the rains.

Another plan is to plant babul shoots in the month of February.

11.—*Miscellaneous.*

It is advisable, certainly in some parts of roads, to have avenues formed of the same kind of tree. It seems scarcely necessary to remark that only so many new trees should be planted as can be adequately protected and watered.

Different methods of arboricultural operations should be tried, so as to discover which are most useful for the district. Any person having a practical knowledge of the subject should be asked to give the benefit of his experience.

All sales of fruit and other produce should be advertised a sufficient time before the sale takes place, so as to ensure adequate prices being realized.

This chapter may be conveniently closed by a—

Short calendar of arboricultural operations.

APRIL, MAY and JUNE :—Sow seeds of trees as per list. Irrigate nurseries and young trees on roads. Transplant and put shades over seedlings in nurseries, and also over delicate young plants.

JULY, AUGUST and SEPTEMBER :—Sow seeds as per list ; as soon as rains break, commence sowing in unirrigated lands and transplanting. Plant out cuttings ; make cuttings as per list. Weed and irrigate during breaks in rains.

OCTOBER, NOVEMBER and DECEMBER :—Sow seeds as per list. Clear out and prepare ground for new nurseries as soon as rains are over. Protect from frost. Continue digging of holes for trees. Fill up gaps in avenues. Prune and fell.

JANUARY, FEBRUARY and MARCH :—Sow seeds as per list. Manure nurseries for April sowings. Prune and fell. Plant out large trees. Make cuttings of trees like the figs which do not grow easily from seeds. Commence irrigation if necessary.

The following suggestions for testing the arboricultural work of any district will form a convenient recapitulation of the subject :—

1. Are all roads, camping grounds, public buildings, &c., properly provided with trees ?

Have gaps in avenues been filled up ?

3. Is the budget allotment utilized to the full, and are savings from other districts asked for ?

4. Are nurseries established wherever required ?

5 Are trees in nurseries given away if they cannot be sold, or are nurseries choked with useless plants ?

6. Is there a proper proportion between the number of trees which can be looked after and those which are transplanted and produced ?

7. Are the proper times for sowing and planting the seeds and cuttings of all trees understood ?

8. Are useless trees good for neither shade, fruit, nor wood produced ?

9. Are any trees sown in pots ?

10. What proportion of the transplantings have been successful ?

11. What method of protection has been found most efficient ?

12. Are young trees choked by their protection fences or by weeds ?

13. Are all weak and crooked trees supported ?

14. What steps are taken to punish injury to Government trees ?

15. What method of watering has been found most efficient ?

16. What is the district cost of rearing each tree, and how does it compare with that obtaining in other districts ?

17. In what item is there the most remarkable difference ?

18. Are all trees properly pruned ?

19. Has a proper price been obtained for wood sold ?

20. Is the area under groves and orchards increasing ?

21. Have trees other than the figs been reared successfully from cuttings ?

Chapter 13.

The Arms Act.

The object to be aimed at in working this statute is two-fold, to deprive no one of the legitimate use of arms as a means of protection, sport, or even display ; but at the same time to prevent an undue accumulation of weapons in any district, or their possession by persons of doubtful character. It is, of course, the aim of all administration to attain the political objects desired with a minimum of friction and irksomeness to the people ; and this is more specially the case in working statutes like the one under consideration, which bring into the category of offences acts which are not *mala per se*. It follows that the Arms Act should not be too rigorously construed or enforced.

Exemptions.

That exemptions should be freely granted follows as a corollary from what has preceded. It may be laid down as an axiom that wherever persons of sufficiently high character and position, and whose loyalty is undoubted, are found, they should be exempted from the provisions of the Act, whether their numbers be many or few.

Licenses.

We proceed to consider the various purposes for which arms may be desired, and the circumstances under which they should be granted or refused. It is premised that in all cases the recipient should be of good character and approved loyalty.

1*st*.—Arms may be desired for the protection of crops. They should in this case be freely granted, and it may

sometimes be advisable even to relax the rule as to character. It may be a lesser evil for a person of doubtful character to possess arms, than for crops to be destroyed; each case, of course, must be decided on its own merits. The only point that has usually to be decided, is whether crops will really be protected by the grant of licenses. Attempts, of course, will be made to deceive a District Officer in this respect, as in every other, and the enquiry must be conducted by a responsible and trustworthy officer, who should ordinarily be the Tahsildar in person. If he moves about his Tahsil as he ought to do, the Tahsildar will have abundant opportunities of acquiring personal knowledge as to these cases.

2*nd*.—Arms may be desired for the protection of property. In this case the only point to be determined is the following:—

Is the property for which protection is desired so large or so peculiarly situated as to lie outside the sphere of operation of the ordinary police? If there is great likelihood of plunder of the property without special measures for its protection, it may be advisable, as in the case of crops, to relax the rule as to character.

It is usually advisable to grant licenses freely in all cases of marriage and other processions, or what may be called processional journeys, as on them every one usually wears such ornaments as he or she possesses, and such opportunities present unusual temptations to the marauder.

3*rd*.—Arms may be desired for the purposes of sport. Or

4*th*.—For that of display. In both these cases the principles to be observed are the same. The only point to be

determined is, whether the applicant is entitled, on account of his character and position, to the indulgence he desires.

Countersignature of Licenses.

It is generally the case that persons licensed to possess arms in their district of residence, and wanting to carry them beyond its limits, apply for a travelling license. But in all probability they have to make some vexatious payments to the petty officials through whom the licenses are granted. If this process has to be constantly repeated, it may become a most serious nuisance. In all cases, therefore, in which licensees are constantly in the habit of visiting other districts, and have the same reasons for desiring a license in those districts as in their own, there seems no reason to refuse them the countersignature of the officer whose permission is necessary for them to carry arms without territorial restriction.

Miscellaneous.

In all sporting licenses a condition as to a close season should be inserted.

Weapons are constantly seized by the Police for technical breaches of the Arms Act. If it turns out that there was no deliberate intention to transgress the law, the weapons should be detained, until the law has been complied with, and then given back to the owner. If, however, a deliberate intention to violate the law appears, the weapons should be confiscated.

A number of licenses usually remain in a district without weapons having been purchased under them. These should be withdrawn after the lapse of a reasonable time.

The armoury or other place where old and confiscated weapons are kept, should be inspected from time to time, a price set on serviceable articles, and the articles sold to license-holders. Unserviceable weapons should be broken up, and the pieces sold as old iron.

Shops for the sale of fireworks should be established at all places where a reasonable demand exists.

Inspections.

All shops licensed under the Arms Act should be inspected and reported on by the District Superintendent of Police or by an Inspector at least once a year. The object of inspection is to check any unauthorised or secret sale of articles used as, or required for, weapons of offence.

For the purpose of deciding whether there is anything abnormal in the administration, the figures of incidence per thousand of the population may be compared with the provincial average under the following heads :—Number of arms —licenses—countersigned licenses under each of the different headings—number of exemptions.

Chapter 14.

Camp Work.

At the risk of repetition it seems advisable to collect in the present chapter the main points to be remembered by officers in camp. The following is a list of the subjects which usually engage attention :—

1. Enquiries into the condition of stamp administration.

2. Enquiries into the condition of excise administration.

3. Thorough testing of the work of Patwaris and Kanungos.

4. Thorough scrutiny and revision of the income-tax lists.

5. Thorough scrutiny and check of the work done by means of advances under the Land Improvement and Agricultural Loans Acts, and proposals for new works.

6. The encouragement of vaccination.

7. The examination of schools.

8. Enquiries into the general conduct of subordinates in Revenue, Police, and other departments.

9. Enquiries into the fairness of the assessment in Act XX towns, their financial condition, and the objects on which balances could be most usefully expended.

10. Enquiries into the condition of roads, ferries, and other communications.

11. Enquiries into the condition of cattle-pounds, observation of the law by clerks, the facilities for feed and watering, and the necessity for new pounds.

12. Enquiries into the conduct of persons holding gun licenses, and the necessity for the grant of new ones.

13. Enquiries as to whether crime is faithfully reported.

14. Enquiries into the observance of the conditions of revenue-free grants.

15. Enquiries into the condition of arboriculture in the district and the observance of the rules as to groves.

16. Enquiries into the condition of Nazul lands, and other Government properties.

17. Enquiries into the existence of dangerous criminals and other bad characters.

18. Enquiries into the condition of all Government buildings, and the necessity for repairs, renewals, or enlargements.

19. Inspection of record rooms.

20. Inspection of criminal courts.

21. Sanitation of villages.

22. The check of vital statistics.

23. Estimates of the past and coming harvest.

24. Enquiries into the origin, causes, and cure of cattle disease.

25. Enquiries into the general economical condition of the country and people.

26. Enquiries into the popularity of European medicine, and the needs of the district from a medical point of view.

27. The condition of boundary pillars, and those of the great trigonometrical survey.

28. The existence of trades and manufactures, and the possibility of giving an impulse to them.

29. The existence of proper markets for country produce, and the possibility of creating new ones.

30. Agricultural improvements.

31. Cattle and horse breeding.

32. Statistics as to the real selling price of landed property.

33. The condition of ancient buildings.

34. Enquiries into the financial condition of all estates paying revenue to Government.

35. Enquiry into the condition of all Court of Wards estates.

36. Enquiry into the allocation of the Police.

37. Revision of the list of works proposed for famine relief.

It will be observed that the inspection of Tahsils has been omitted from the above list. This work should be done before or after the camping season. It is useful to inspect Tahsils before the usual cold weather tour begins, in order to see what directions are required as to administration; after it is over, in order to see whether those directions have been carried out. As a rule, the few short months available for work under canvas should not be wasted in inspecting Tahsils, which usually have bungalows handy to them, making their inspection possible when it is too hot for ordinary camping.

It is obvious that only a small portion of the above-mentioned subjects can be taken up in one season, and care should be taken not to sacrifice depth to surface: but the list may be useful as showing how very much there always is to be done in camp, and it is, of course, by no means exhaustive. It would be as well for each officer to choose those subjects which interest him, and do them as thoroughly as possible, rather than fritter away time and effort over too large a number. It must, however, be remembered that a great number of subjects can be enquired into on the march, and in other ways without interfering with the conduct of any particular

investigation which is being carried on. It need scarcely be added that every officer should dispose of on the spot, as far as possible, the cases of partition, summary settlement and security for good behaviour, appertaining to his jurisdiction. In fact, all complicated cases of whatever description are far better disposed of on the spot in the cold weather. A few remarks are necessary by way of suggestion as to the conduct of the various branches of work noted in the list.

1.—*Stamp Administration.*

1. Do the public at large and particularly the mercantile community know and understand the law ?

2. Are there facilities for vend in all places where a demand exists ?

All record rooms and courts should be inspected in the interests of the stamp administration and the results forwarded to the officer in charge of stamps for insertion in the Stamp note-book.

2.—*Excise.*

1. What is the cost of production, selling price, and profit on sale of every excisable article ?

2. Is the consumption of each article on the increase or decrease ; and if so, why ?

3. What are the moral and sanitary results of the consumption of each article ?

4. What are the estimated profits of the various shops or contracts ?

5. Is there any smuggling ; and, if so, how could it be checked ?

6. Are any changes in the administration called for in the interests of morality, the public revenues, or the consumer?

The results of all enquiries should be communicated to the Excise officer for insertion, if important, in the Excise note-book.

3.—*Patwaris and Kanungos.*

The inspecting officer should have the khasra in his hand, and the Patwari (with the map in *his* hand) in front of him. On the officer's stepping into or pointing out a particular field, the Patwari should at once call the number. The officer, tracing the number in the khasra, should test the following entries—(1) Possession, (2) length of occupancy, (3) rent, (4) nature of crop, (5) irrigation. Each of these should be counted as a separate entry, and returned as right or wrong. By compelling the Patwari to find out the number of the fields, it is known at once whether he understands his maps or not.

Besides field work, which is, of course, the most important of all, a large amount of testing of the general work of Patwaris can be done in Court, while other work is going on. It should also be ascertained on the spot if Patwaris promote good-will between landlords and tenants and explain to them, and endeavor to induce them to be content with, their legal rights.

4.—*Income-tax.*

Results of enquiries into this subject can never be other than tentative, but the comparison of results of various different methods of enquiry will give tolerably

correct facts. A copy of the Pargana Register prepared by the Tahsildars, the entries in which have formed the basis of assessments, should accompany each officer; and the figures in reference to each assessee be tested to the best of his ability.

A comparison of results obtained under the following methods of enquiry ought certainly to give some general idea of the truth :—

1. The statement of the assessee modified according to the estimate formed by the inquiring officer of his character, *e.g.*, a very truthful man may conceal only half his income, but an ordinary witness will seldom, even after the severest cross-questioning, admit more than a quarter. This has to be modified as circumstances require. Some facts are not so easily concealed as others. For example, with all his neighbours standing round, a trader cannot much understate the amount of any commodity he sells, though he may much overstate the purchasing price; all these things have to be taken into consideration before a hard-and-fast rule is applied.

2. The estimate of the assessee's income recorded in the registers of former years.

3. The Tahsildar's estimate after local enquiry in the present year.

4. The statements of the assessee's neighbours as to his income.

5. The statements of the assessee's friends checked by

6. The statements of his enemies.

7. The estimate formed by the assessing officer of the assessee's profits, after considering the expenses of his

trade, and the difference between the cost of production and selling price of the articles he deals in.

8. Estimated expenses of the assessee after deducting those which are defrayed from non-taxable profits, such as those from land.

9. Proportional assessment of each assessee in reference to a person whose income is thoroughly well known : in order to elucidate this latter method of enquiry a few observations are necessary. It will always be well to assemble the respectable persons residing in any village visited by the investigating officer. They should be seated in a sort of panchayet and the objects of Government in imposing the tax explained to them, and their assistance invoked in obtaining a correct assessment. Figures necessary for any of the methods of enquiry noted above may be obtained in this way, but it is specially necessary for the last-mentioned expedient. The assessing officer should have ready to his lips the names of one or two assessees whose profits he has accurately gauged, and who are personally known to the individuals assembled ; they should be asked what proportion the income of any person whose case is under investigation bears to these known figures—they will reply (say) if A makes 16 annas, B makes 8 annas (half) or 24 annas (half as much again), and so on. In conclusion, a word is necessary as to the conduct of enquiries which have for their object the discovery of new assessees. Many of the remarks made above apply, but the great test of liability to assessment is notoriety. Thus, if an officer has conducted a series of careful enquiries in a group of (say) 12 to 15 villages as to the general econo-

mical condition of the people, he will be continually coming across a series of index fingers, so to speak, all pointing to the same man. Thus a large number of tenants will proclaim their indebtedness to this one man, or the fact that their grain is bought up by this one man, proving the extent of his dealings as a money lender or corn factor. A similar method of enquiry may also establish the fact of under-assessment, and (by a negative chain of reasoning) of over-assessment. These enquiries should, if possible, be made without letting the people know the drift of them, as that sets them at once upon concealment of the facts.

The local knowledge gained by the officer himself by enquiries such as these can be compared with that of other persons whose work takes them into the interior. Thus Police Officers, Supervisor Kanungós, Patwaris, Schoolmasters, Vaccinators, &c., are all likely to be possessed of valuable knowledge, and if they can be induced to part with it in an indirect way, without knowing that they are being consulted, may render very useful assistance indeed. All inquisitorial investigations should be avoided.

5.—*Advances by the State.*

The capabilities of each estate have to be gauged, and the particular improvements most required there decided upon. Naturally, works tending to improve the irrigation of estates are most important and useful. When a completed work is inspected, with the object of ascertaining whether the money advanced has been really spent upon the work or not, the presence of some one acquainted with engineering should be secured. All enquiries made, and

facts ascertained as to the real cost of works, should be carefully recorded.

6.—*Vaccination.*

The number of children born within the year, or rather within the last two years, should be discovered, and it should be ascertained if they have all been vaccinated or not, and, if not, why not. As a check on this method of enquiry, officers should know the average birth-rate *per mille* of the population for the province. Perhaps the most important thing to be done in connection with vaccination is to test the number of successful operations. All vaccinators should be directed to leave with the Chaukidar or Patwari of every village where they operate, a list of persons vaccinated, giving name, age, caste and parentage. This list should be called for, the details verified, and the number of successful operations observed. All officers should, of course, take every opportunity of explaining the advantages of vaccination to the people, answering their objections, stimulating the vaccinators to activity, and seeing that they do not take money for their services.

7.—*The Examination of Schools.*

Particular attention should be paid to the progress of each school as tested by rapidity of promotion from one class to another. It should also be ascertained what proportion is borne by the number of boys in the lowest class to the total roll number; and if it is abnormally high, the master should be called upon for an explanation. Unless the explanation is satisfactory, the master should be reported for punishment. Unless all the boys in the

lowest class who have been reading more than two months know, at least, their letters and figures, and none have been in the class more than a year, there is clearly something wrong.

It will be very useful for inspecting officers to make the school-master teach the class in their presence, and find out if he is capable of intelligent teaching, or whether he makes his pupils learn like parrots. Endeavours may be also made to encourage moral teaching and physical training in village schools. Parents should also be questioned as to any objections they may have to make to curriculum and school books.

Enquiries should also be made as to whether new schools are required. The test is, will the inhabitants give a house free? See Education, Chapter 18.

8.—*Enquiries into the conduct of Subordinates.*

These enquiries should be conducted in an indirect manner. One of the principal objects of going into camp is to bring officers into immediate contact with the people. In riding from one camp to another, each officer should be accompanied by a detachment of intelligent residents of the village he has last left. The detachment should be kept at a little distance from the officer's horse, and each individual should be allowed and encouraged to come forward and speak, for as long as he likes, without the possibility of being overheard by any human being. If this practice is continued for about a month, the character and conduct of all subordinates will be thoroughly known. It need hardly be stated that complaints should not be

encouraged. The utmost tact is required in permitting this sort of free intercourse, so that while tale-bearing is not allowed, what is going on beneath the surface of things may be known. The system may be condemned as espionage, but without it, it is impossible to govern an Oriental country.

9.—*Act XX Towns.*

It should be ascertained if the "punches" or assessors are really representative; if they attempt to exempt the rich as a class from taxation, and if the people are satisfied with them. This latter point can only be ascertained satisfactorily by the method described in the last section. It will usually be necessary to make a house-to-house enquiry into the assessment of at least a few streets, before it can be decided whether the whole is satisfactory or not. If there is any money to spend, the inhabitants of the town should be consulted as to its expenditure. The questions on municipal administration may be found useful as a guide to inspecting these towns.—See Municipalities, Chapter 25.

10.—*Enquiries into the condition of Roads, Ferries, and other communications.*

As upon every other subject, the people can give most useful information as to the condition of existing communications and the necessity for new ones. Sometimes new alignments will be wanted, sometimes a new road.

Ferries are generally most insufficiently cared for, the gradients are a great deal too steep, and no proper arrangements for crossing carts and cattle are made. Defici-

encies of this sort should be ascertained and reported. —See the following chapter (Communications).

11.—*Enquiries into the condition of Cattle-pounds.*

1. Is the proclamation required by law always made before cattle are sold?

2. Is fodder always in stock?

3. Is there a trough always full of water for drinking?

4. Are totals given in the registers according to orders?

These and other questions should be asked about existing pounds. The necessity for new pounds should also be watched. In theory there should be a pound within eight miles of every field. In starting a new pound the inhabitants may be called upon to supply a house or shed and guarantee any deficiency in the pound-keeper's pay.

12.—*Working of the Arms Act.*

The following enquiries may be made :—

1. Are license-holders in thoroughly good repute?

2. Are there any licenses which have not been used?

3. Is there any damage to crops calling for the grant of new licenses?

13.—*Reporting of Crime.*

It is very useful to question children as to crime committed in their villages. In this connection it may be mentioned that old cases which are finished and lost sight of should be enquired into. In these no one has any interest in falsifying facts, and a most useful check is established on everybody.

14.—No remarks are called for.

15.—*Arboriculture.*

1. Are all roads properly wooded; gaps filled up in avenues, &c. ?

2. Are all trees properly protected, irrigated, and supported ?

3. Is revenue imposed upon all cut groves ?

4. Are there any waste tracts which might be reclaimed?

16.—*Nazul.*

All items of income should be thoroughly checked, as probably a good deal of embezzlement takes place.

17.—*Bad Characters.*

Enquiries should be made according to the method described under 8. The results may be checked, on visiting a police station, by cross-examining the entire staff on the subject.

18.—No remarks are called for.

19 & 20.—These subjects are fully treated of in the chapters on Record-rooms, Stamps, and Judicial Work.

21.—*Sanitation.*

The principal points to be attended to are the following:—

1. That all wells are in proper repair, and protected from the infiltration of dirty water.

2. That house drainage is received in masonry receptacles, and does not contaminate the soil.

3. That refuse is collected in special places, away from the village site, and, if possible, deodorized with dry earth.

4. That the offices of nature are not performed too near the village site.

5. That pigs are not kept inside the village.

It will be best to begin with the larger villages, which may reasonably be expected to set an example to the others. All forcible measures must be avoided (as such means only defeat the object aimed at), and the work done by personal influence through the leaders of the people. It should be noted that the supply of pure drinking water is much the most important desideratum, and the people might be induced, with advantage, to discontinue the use of some wells, and clean and repair the remainder really efficiently.

22.—*Vital Statistics.*

This subject assumes an importance which it would otherwise not possess in connection with sanitation, for unless birth and death registration is reliable, we can never gauge the success or non-success of our sanitary measures. Vital statistics can easily be checked, when people are assembled for income-tax investigations, and if the object of enquiry can be concealed, the results are more likely to be trustworthy. It should be noted that birth statistics are usually the most unreliable of any, deaths for obvious reasons being much more faithfully reported. The "old men and beldames" of the villages will generally know the "domestic occurrences" of the past quarter. A very small scale of graduated fines should be resorted to for chaukidars who neglect this duty, and they should similarly be rewarded for performing it well.

23.—*Estimates of Produce.*

The characteristics of the various subdivisions of the district should be noted, and it should be decided how large are the tracts over which conditions are the same. After this the record of the actual outturn of the various crops is a mere matter of accurate observation and enquiry.

A copy of the outturn map prepared by the sadar kanungo on the basis of the Tahsildar's maps should accompany each officer, in order that its accuracy may be tested. Remarks somewhat similar to those recorded under income-tax apply to enquiries about outturn of produce, *i.e.*, allowances have to be made for the varying veracity of witnesses, who will all try to understate the yield of the crops. Regard should also be had, as above remarked, to the advantage of indirect enquiries, and to the unwisdom of allowing people to see the drift of questioning.

24.—*Cattle Disease.*

If this subject is taken up, the causes and symptoms of the disease, the rate of mortality and treatment adopted, if any, should be noted. It may be specially ascertained whether segregation is practised.

25.—*Condition of the Country and People.*

The following matters may be enumerated as subdivisions of this subject about which the collection of facts will be useful :—

1. Condition of stocks.
2. Rate of wages.
3. Standard of comfort in living.

4. Markets for local produce, export and import.
5. Communications in relation to trade.
6. Manufactures.
7. General indebtedness and the rate of interest.
8. Loss of land by the ancient proprietary body.
9. The actual income and expenditure of the peasant.
10. The actual outturn of crops.
11. General relations between landlords and tenants.

26.—*European Medicine.*

Testing the needs of the district from a medical point of view will, of course, include the inspection of branch dispensaries.

1. Are the assistants in charge popular ?
2. Do they treat the poor as carefully as the rich ?
3. Are there no complaints of the paucity of medicines when wanted ?
4. Is the grant under this head starved while all the money is spent upon establishments and buildings ?

These are matters on which the opinions of the people, given freely, will probably be extremely useful and interesting. It should be ascertained, too, whether every part of the district is within a reasonable distance (say eight miles) of efficient medical aid.

27, 28, & 29—Call for no remarks.

30.—*Agricultural Improvements.*

The most feasible items are (1) selection of seed, (2) introduction of superior kinds of produce, (3) irrigation works of all sorts, (4) simple machines, such as sugar mills.

31.—*Cattle and horse breeding.*

It should be ascertained if there are any localities specially suited for stud purposes, and whether there are any persons willing to undertake the purchase or custody of stud animals. In this connection enquiries should be made as to the existence of proper grazing grounds for cattle generally.

32.—*Price of landed property.*

This can be ascertained by observing the prices fetched in transfers which are purely voluntary, and where the seller has no particular desire to part.

The remaining items call for no remarks.

Chapter 15.

Communications.

A District Officer has to ask himself the following questions in reference to communications :—

1. Is all traffic in the district provided with proper channels along which to pass ?

2. If not, what is wanted, new roads or new alignments of existing roads ?

3. Are all lines of traffic properly provided as to river crossings, watch and ward, convenient halting places for travellers, and, it may be added, trees ?

4. Is the traffic on any road so great as to make it advisable to raise its status ?

5. Are all roads in proper repair ?

A list should be made of all works necessary in connection with roads, giving a rough estimate of cost : the list should

be arranged in order of urgency. The following suggestions as to the supervision of roads may be found useful :—

A.—First class or metalled roads, i.e., repaired with kankar or nodular limestone.

1. Before kankar is collected for repairs the quarries should be visited, and the quality of kankar approved by an experienced official.

2. The kankar should be stacked on the standard plan at the places where it is required, so as not to obstruct traffic or drainage. If the standard plan of stacking is not adhered to, fraud will probably ensue.

3. The kankar should be clean and hard, and broken to a uniform gauge of from one to two inches. No gravel or mud should be allowed.

4. The metalling should be clearly aligned and protected on either side by well rammed earth.

5. If the kankar is good, very little else will be required in consolidation. The whole must be evenly and firmly rammed into a slight slope of about one inch in three feet from the centre downward, so that the water may not lodge.

6. Above all things, no large pieces of kankar or ridges should be allowed in the road, as these are fatal, sometimes, to the surest-footed horses.

7. During consolidation roads should be stopped, *i.e.*, no traffic allowed to pass over them.

B.—Second class or unmetalled (raised and bridged) roads.

The maintenance of second class roads in a state of proper repair is a matter of considerable difficulty. The

allotment for the work, small though it is, is constantly wasted through slack supervision or unintelligent expenditure. The most fatal mistake usually committed in regard to this matter, is in the time of year chosen for the work. Repairs to roads should begin as early as the first heavy fall of rain. The object of repairs at this time should, however, be merely to render the road practicable for traffic. As regards the future, the only work to be done during the rains is to find out where the water lodges, and drain it off into the natural channel so as to prevent the road being cut away.

Ordinary repairs should commence as soon as the rains are over, or before they are quite over. Each Tahsildar should himself inspect his roads and decide what repairs have to be done. The District Engineer may be asked to inspect the most important lines of traffic. If the work is done on the contract system, contracts should be given not for particular miles of a road, but for specified works. The object in all such works is to make the roads high in the centre, and low at the sides ; so that the water may not lodge. Side drains should be cut along the whole length of the road, with a proper slope into existing drainage channels, so that all water may pass away. The earth from the drains should be rammed on to the centre of the road. It will be rarely necessary to take earth otherwise than from the drains, and if this is done, it should be under special orders. Holes should never be filled up with loose earth, but well rammed to the consistency of the rest of the road.

Where there are large pits caused by stoppage of water, they should be filled up with earth and well rammed, and

be kept a little higher than the surface of the road, in order to prevent the water from settling there again. The great point to remember is to change the road from a concave form, which it too often assumes, into a convex one.

All bridges must, of course, be properly protected by earthwork and metalling, so that carts may not injure the masonry. Drainage channels should cross roads at right-angles. With reference to irrigation channels crossing roads, the practice of unrestricted crossing should be prohibited, and cultivators ordered to obtain the permission of the Tahsildars before cutting them. The Lumberdar of each village where cross channels may be required should be directed, through the Supervisor Kanungo of the circle, to keep ready planks sufficiently strong, and of the proper width, to be put up on the cross channels. Or this may be done by earthenware or iron piping, the purchase of which is an easy way of expending balances which must be utilized before the end of the financial year.

C.—Third and fourth class roads.

The principles on which these roads should be repaired are the same as for others, but the amount of money available for the work is usually so small that very little can be done to improve them.

D.—Ferries.

The slopes should be eased so as to prevent the hardships caused to draught animals by too abrupt an ascent or descent. Ferry contractors should be compelled to keep a proper platform and planked boats for the convenience of wheel traffic. The sandy portions of river crossings

should be overlaid with bushes, straw or grass, to prevent carts sticking in the sand.

Miscellaneous.

It is not necessary to spend money on parts of a road which do not require repairs, merely because the sanctioned allotment is so much per mile, but the money should be saved for parts which really require it. This apparently obvious proposition is constantly neglected in practice.

The leasing of the grazing on unmetalled roads should be absolutely abandoned. Contracts for repairs may be given to one or more contractors, according to the circumstances of each Tahsil, but no more work should be given to each contractor than he can personally supervise. The Tahsildars may have authority to appoint their own contractors, but they must be men who possess experience in road making. Even when the work is done directly by Tahsildars, they may find it useful to give contracts for labor.

Chapter 16.

Court of Wards.

The following general principles may be instanced as those on which the administration of Court of Wards Estates should be carried on :—

1. Every Court of Wards Estate is expected to set an example of good management to private landlords, from which it follows that—

2. Every estate should endeavour to improve itself by a liberal expenditure of money, and should not even grudge money spent in mere experiments.

3. Court of Wards management being a unique opportunity of benefiting the tenantry, no measure to bring about this end should be neglected.

4. At the same time no legitimate means of increasing the assets of the estate should be omitted.

5. While endeavors are made to collect the demand punctually, tenants who are in difficulty from no fault of their own should not be unduly pressed.

6. Except in cases of contumacy litigation should be avoided, and the desired results obtained amicably.

7. Similar principles should be followed in execution of decrees of Court.

8. Agricultural improvements should be freely undertaken, and special care should be taken that the irrigation capabilities of the estate are developed to the full.

9. A fair percentage of area should be planted with groves, and proper pasture grounds provided for cattle.

10. Communication should be improved, and facilities for the transport of produce to markets attended to.

11. New markets should be established if necessary, and manufactures stimulated.

12. The training and education of minor wards should be carefully supervised, and they should be gradually familiarised with the management of their estates.

As a rule, no estates are now taken under the Court of Wards unless the circumstances of the estates are such as to bring them strictly within the legal definition. The mere fact of an estate being heavily encumbered is not a sufficient reason for its being taken under the Court of Wards. As a rule, when estates are now taken under

management, the work is conducted by a special manager whose office is distinct from, but subordinate to, that of the Collector or Deputy Commissioner. The office will be constituted, *mutatis mutandis*, in the same way as the District Office, and the establishment will be as follows :—

For the head-quarters office one or more readers, departmental clerks, record-keepers, and English clerks, with the usual contingent of messengers. Each estate will require a surbrahkar, or deputy manager, with one or more assistants, and under him a staff of ziladars or rent-collectors, varying in number according to the size of estates, with, of course, the necessary staff of messengers. The record-room, both English and vernacular, is kept up as far as possible on the same principles as in the District Office, except that the division is according to the estates, all papers not belonging to any particular estate being classed as kulliat or miscellaneous.

The first point to be attended to on receiving an estate under the Court of Wards is to pay off the liabilities of the estate by a loan from Government, or from some solvent estates, or from some private individual; or it may be necessary to sell off a portion of the estate. Unless progress is being made towards paying off the debts of the estate, it is useless keeping it under the Court of Wards at all.

The following percentages may be laid down as a guide to progress within any particular year: — collections to demand 90; collections in execution of decrees 75. The maxima for personal allowances and miscellaneous expenditure are: — ordinary personal allowance 15; extraordinary 5; miscellaneous 5; management 8. No figures

can be laid down for advances, but it need hardly be stated that they should be liberal.

The management of the estate must remember that they have duties to the proprietor, as well as to the tenantry, and the proceeds must be economically expended.

The following points may be noted as requiring special attention in administration, or being liable to be overlooked :—

1. An estate should be consolidated by parting with out-lying and buying up intervening properties.
2. All roads should be planted with trees.
3. Security should be taken from all officials through whose hands cash passes.
4. Rewards should be given to all tenants and officials who set a good example to others, in a yearly darbar, which may be accompanied usefully by a small agricultural exhibition.
5. No litigation should be undertaken without the sanction of the Board.
6. There should be a distinct finding by the District Officer as to the age of every minor ward.
7. All cheques over Rs. 100 should be countersigned by the District Officer.
8. There should be a monthly audit of all accounts.

Chapter 17.

Criminal Classes.

Control of bad characters by working the preventive sections of the Code of Criminal Procedure.

In every department of the administration in India it will be found that *preventive* measures are usually far more

effective than remedial ones. This is more especially the case with criminal administration. In a country where, from a variety of causes, evidence is difficult to procure, and when forthcoming extremely unreliable, it is obvious that such must be the case. When a crime is committed it is often by no means easy to punish it. Besides the causes mentioned above, there is the lack of detective ability in the Police, the want of support to the Police by the public, and a variety of other causes. But if the sections of the Code of Criminal Procedure relating to bad livelihood are properly worked, crime can be almost stamped out within a given area.

The method employed should be to break up the criminal gangs by seizing the leaders. The inferior members of the gang will then separate of their own accord, or if they try and continue in their old courses without their leader, will invariably fall into the clutches of the Police by their own folly and inexperience. But if the Police are allowed to work the bad livelihood sections of the Code according to their own ideas, they will proceed on quite an opposite tack. They will be too much afraid of, or too well paid by, the leaders (perhaps both) to proceed against them, and will endeavour to show their zeal, and sometimes vent their bad temper at failure in detection by seizing small and unimportant members of a gang, against whom evidence is easily procurable. It is only, however, when the leaders are proceeded against that real good will be done. The first object of a District Officer should be to obtain a correct list of all the bad characters in his district. The list should be full and complete, and contain particulars as to

the exact kind of bad behaviour affected by each individual, *i. e.*, whether he is a burglar or only a common thief, a bully, gambler, card-sharper, drunkard, extortioner, or the like. The list should not be confined only to the district to which it refers, but contain full notices of the residence or visits of thieves or evil-doers from other districts, for unless there is reciprocity of administration between adjoining districts, it is vain to hope for any good results. The places frequented by each bad character, his friends (if possible), but certainly his relatives, should be ascertained and recorded. The District Officer will generally be able to record, in reference to each bad character, whether he has any influential supporter, official or non-official, in his own district or in any other.

A few words are necessary as to how the book should be prepared. The personal local knowledge of the District Officer himself, of his assistants, Tahsildars, and Inspectors of Police, will enable him to write up a large portion of the book ; but he must be careful not to omit other means of information, such as that obtainable from Honorary Magistrates, persons of respectability in the district, &c., &c., and he should try to make one source of information check another. There remains one extremely useful and important means of information which should never be omitted, when investigations like that under consideration are proceeding.

Each Police station should be visited by the officer collecting information, and, if possible, the staff should be unaware of the object of the visit, but should all be in attendance to receive the officer. He should then make them

all sit down in a kind of *Panchayet*, and compare experience on the questions under inquiry. The experience of the constables of each beat (assuming, of course, that each Police circle *is* divided into beats, each under a special constable), will then be compared with that of the investigating and station officers, &c., and it will be an extraordinary thing if the work cannot then be done completely and efficiently.

The "Book of Badmashes" being prepared, it will, of course, be easy to find out from it who the "tall poppies" are, and if there is maladministration in any local area, it will be advisable to bring one or more of these gentlemen to book.

Now comes the most difficult question of all—how to obtain the conviction of these head centres of ruffianism. As before mentioned, it is very difficult to obtain evidence against the worst characters, and a case should never be instituted until it is perfectly certain that evidence sufficient for their conviction will be forthcoming. It is best that these cases should be investigated on the spot by a Subordinate Magistrate, and prepared, so to speak, for trial. A word may be added as to the methods of inducing witnesses who know the truth to come forward and state it. First and foremost it has to be borne in mind, that the principal reason why the public will not come forward to give evidence against bad characters is that they do not believe the authorities to have the upper hand of them. Under these circumstances they naturally consult their own safety by making terms with the enemy. Let them once believe that the authorities are able and willing to

punish the leaders of crime, and a large portion of the difficulty will disappear. As above stated, the hand of authority should never be stretched out upon the leaders, only to be withdrawn again. It is far better to abstain from action at all than to do this. Another hint as to the procuring of evidence may be added. The fear of the person under trial for bad livelihood generally varies inversely with the distance from his residence. If, therefore, witnesses are sought for away from the immediate neighbourhood, they will generally be forthcoming. If the accused person is really the big man that he ought to be, his fame will have penetrated to a long distance from the immediate seat of his operations. Although the evidence tendered in bad livelihood cases may, according to the Code, be of a general character, it by no means follows that none other should be given. On the contrary, evidence connecting the person under trial with specific crime should invariably be procured. It is usually well for a superior officer of Police to be examined first in these cases, as his evidence tends to give courage to the non-official witnesses. Care must, of course, be taken not to select witnesses whose evidence is likely to be shaken in cross-examination. No person should be named as a witness unless he is perfectly willing to come forward.

If a Police officer converses, as he ought to converse, privately and freely, with from a hundred to two hundred persons every day, he will not only thoroughly know his bad characters, but will be able to select persons who are perfectly willing to come forward and give evidence against them.

When once a man has been convicted of bad livelihood, the Court should be very careful about letting him out again. It should satisfy itself that the sureties offered are really substantial, and what is still more important, that they have sufficient influence over the bad character to be able to keep him from relapsing into crime, and that they intend to use that influence in the right direction. In many districts a class of "professional bails" exist (such as excited Mr. Pickwick's indignation in their readiness to "perjure themselves at half-a-crown a crime"). These individuals take money from a bad character in return for standing security for him. It need hardly be stated that these "professional bails" have no intention whatever of preventing their clients from committing crimes. On the contrary, they very generally get percentages from them on all the property they steal. A very fertile source of evil is the tendency of the Courts to accept cash security. This practice, besides being contrary to law, should in the interest of the administration be abandoned. It is necessary to have a *person*, and a strong and influential one, who will really perform the task which he undertakes. Of course, the object of all criminal administration should be, if possible, to reform the criminal.

If doubtful security is ever accepted for a person, he should not be allowed entire freedom, but required to report himself at a Police station at such times as may be thought fit, to act as a check upon his movements. In doubtful cases persons accused may be directed to do this in lieu of any other punishment. The Police should always know of the whereabouts of every doubtful char-

acter. These expedients cannot of course be enforced by law, and if any person objects to them, he should file regular security.

To sum up the foregoing—Have your Badmashes so well in hand that evidence may be always forthcoming against the leaders. Proceed against the latter and take care not to let them out on doubtful security. Keep your "Badmash Book" well up to date, and be always scrutinising the daily abstract of crime. If more than half-a-dozen crimes have been committed in a village of moderate size, or more than one crime in a night in any village, some repressive measures are *primâ facie* necessary; either new Badmashes want running in or old ones want a stronger hand over them. To prevent abuses this branch of work should be kept by the District Officer in his own hand, or made over to his senior assistant.

Chapter 18.

Education.

The following remarks have nothing to do with the purely departmental side of education, but only with such portions of the administration as fall naturally on the District Officer, or in which he can usefully aid.

Education in India is classed as High, Secondary or Primary :—

High Schools.

With regard to High Schools the functions of the District Officer are confined to visitation and advice. It might be added that he should see that proper boarding

house accommodation is provided for the principal or High Schools of his district in order that those establishments may serve their proper function as a means of attracting, from the whole district, pupils who desire the highest kind of education that the district can afford them.

Secondary or Middle Schools.

Remarks of a similar nature apply to what is called secondary education. Secondary schools are supposed to be a means of absorbing and collecting, from a given area, pupils who desire a higher kind of education than can be given them at the rural seminaries which exist in their immediate neighbourhood.

To enable these schools to perform their legitimate functions, therefore, it is necessary that they should have proper boarding houses.

Primary Education.

The principal object of the District authorities should be to provide for every inhabitant of the district who desires it, elementary education without cost, or at a nominal cost, within a reasonably short distance of his home, say four miles. An educational map of the district should be prepared, which will show at a glance whether these conditions have been fulfilled.

Allocation of Schools.

Of course, allocation of schools must not be made haphazard on mechanical principles. It is no use locating a school where there is no demand for education. A very good way of testing whether a real demand does exist in any village for a school is to require the people

to place a school-house at the disposal of the authorities. If they are not disposed to do this, it will probably be found that the so-called demand for education is spurious. Either the land owner desires a literate person to live in the village, by whom he can have his private work done, or else there is some other private motive.

If a fair average daily attendance (say 30 to 35 boys) is kept up in the new school for six months, it will be a pretty good proof that education is really desired, and will be a reason for continuing the school. Similar remarks apply to removals of schools from one locality to another.

Repairs.

Having allocated its schools, the District Board has to arrange for having them kept in repair. Repairs are done in most districts through the Tahsildars, but a far better way is to allow the teachers to do them themselves. They have a personal interest in having the buildings kept in as good order as possible, and will usually give a better outturn of work for the money than any one else. Whenever the services of a member of the District Board can be utilised to supervise the work, this should of course be done.

Curriculum and Books.

The local authorities have not now to concern themselves with the curriculum or books employed in Government schools; this is done by the Educational Department. But it will be very useful for District Officers to find out how far the choice of books and curriculum is appreciated by the average parent, and how far any change might

add to the popularity of the schools, and to let the Department have the benefit of the results of their enquiries.

Appointment, Promotion, &c.

Nor is it now very useful for the Local Boards to interfere in the appointment or management of the teaching staff. The departmental officers will probably do this work better than the Board can, and with a good Deputy Inspector, his proposals may generally be accepted. The Board has, of course, to watch that the Deputy Inspector does nothing unjust to individuals, or injurious to the cause of education. The proposals of the Inspector of the circle should ordinarily be carried out by the Board in their entirety, and without any demur.

It would be very advisable that promotion, reduction, transfers, &c , of teachers should take place once a year, after the inspection and examination of each school by the Inspector of the circle. If the Inspector cannot examine the whole district, one of the District staff might undertake a portion of the work, so that the whole should be done.

Scholarships.

The question of scholarships is a very important one in connection with that of the drafting of scholars desiring higher education to superior schools. Scholarships may be given to the poorest among the deserving, or to the most deserving among the poor. Selections may be made by examination, or by a committee consisting of the Deputy Inspector, the School-master, the Tahsildar, and two or more members of the District Board.

Miscellaneous.

The following micellaneous matters connected with education deserve a few words :—

Fees.—The imposition of fees, intelligently done, is most useful as a means towards carrying out the general educational principle that WEALTH SHOULD PRECEDE EDUCATION. Of course the system will be unpopular at first, but introduced gradually, it will drive away only scholars whose attendance is a farce. With the fees of course must be worked an intelligent system of exemption, selection for which may be made by a committee constituted as above (for scholarships).

Holidays.—A proper system of Holidays is useful as an adjunct to the success of a school. Holidays may be granted at the most unpleasant time of the year (just before the rains) or when the services of the pupils are most likely to be required at home, that is in the crop-cutting season.

Physical and Moral Training.

The services of the District authorities are most necessary in the important matter of the introduction of physical training into the schools under their control, and, it may be added, in encouraging moral training.

Examination of Schools.

The following suggestions for the examination of schools are offered as likely to prove useful:—

1. Tahsildars and members of the District Board should examine schools, as well as members of the District staff.

The help of officers in the Police and Opium Departments might also be invited.

2. The system of giving sweetmeats on the part of Government is a bad one, and tends to prevent the members of the District Board from examining schools at all. Of course the boys get to expect this indulgence after every examination, and it is hardly fair to expect the members to be very keen about the matter, if in addition to being *unpaid* they have to *pay*.

3. The examination by outsiders (*i.e.* non-departmental examiners) may be usefully directed to seeing if the teaching is intelligent, *e. g.*, take the students out of the beaten track, and see if they can hold their own.

4. See if the lowest class can all read letters, figures, and simple words.

5. See if the pupils can do a simple sum quickly and with neat figures.

6. Test caligraphy.

7. Test the physical capabilities of the boys by races, jumping, &c.

Chapter 19.

Excise.

The following may, perhaps, be laid down as cardinal principles of Excise administration :—

1. The tax on all intoxicating articles should be raised as high as possible so as to check consumption ; but—

2. The tax should not be prohibitive so as to stimulate illicit dealings.

3. Those substances which are the most pernicious in effect should be most heavily taxed.

4. The consumer should be supplied with wholesome articles ; and

5. Those articles should be sold at a reasonable price.

6. The interference of Courts of Justice, Police and Preventive services, and the executive in general, with the free action of the people, should be reduced to a minimum.

On the basis of these general principles the following may be laid down as general rules for District Excise administration :—

Settlement.

1. Shops for the sale of intoxicating articles should be located on the general principle of local option, so as to supply the legitimate demand without stimulating consumption.

2. The licensing officer should make a rough census of consumers in the district, and may arrange for about one shop to every ten thousand persons, more or less, as circumstances may require.

3. Before finally settling localities for vend, the views of the trade and of consumers should be ascertained, and taken into consideration.

4. After the settlement of shops no change should be made during the year, except in the case of contracts comprising the whole district : even in this case no change may be made without previous notice to the officer in charge of Excise, and none should be allowed which is likely to offer an undue stimulus to consumption.

5. The officer in charge of Excise should decide at what fairs a legitimate demand, or fear of illicit sale exists, and sell the right of vend at such fairs along with the nearest shop.

6. The officer in charge of Excise should ascertain and record in the Excise note-book an approximate estimate of the net profits of each shop. This has of course to be done by considering the cost of manufacture or wholesale price, plant, establishment, breakages, losses, interest where borrowed capital is used, &c. The total of all these charges has to be deducted from the gross earnings of the shop.

7. From the net profits thus ascertained, a fair amount, not less than one-half or exceeding three-quarters, should ordinarily be fixed as fees. If the shop is subsequently put up to auction, the sum thus estimated will be a most useful check on the proceedings.

8. Differential duties, rising in the case of more injurious articles, (subject, of course, to the limitation against prohibitive taxation) may be imposed, if sanctioned by superior authority.

9. Shops should be leased to different individuals : a monopoly will unduly raise the price of the articles, injure the consumer, and give rise to illicit sale.

10. Settlement should be made with the persons from whom the realisation of the Government revenue may be confidently expected. It is preferable to make the settlement with a substantial, rather than with an unsubstantial person who may very likely abscond, even though the arrangement cause apparent loss of revenue.

11. Instalments should be settled on the basis of the varying profits of different contracts at different times of the year, due consideration being given to the contractor's representations.

12. The officer in charge of Excise should carefully watch the state of the Excise balances, and, unless there is any good reason to the contrary, a contractor who is two months in arrears should be turned out, and his contract resold, he himself being called upon to make good any deficiency which may appear in actual collections, as compared with the estimate.

Punitive Measures.

13. When the duty on any article has been leased by Government, prosecutions for illicit dealing should not, as a rule, be instituted, unless at the instance of the contractor.

14. In instituting and deciding Excise cases the Court should bear in mind the following points: Prosecutions for merely technical offences should be instituted only when several warnings have proved ineffectual; in such a case it may be advisable to proceed against the transgressor as a warning to others: in awarding sentence, the Court must also bear in mind that transgression of the Excise laws is not so grave a crime as an offence against the moral law, *e.g.*, theft, &c.; but there are cases in which heavy punishments must be awarded, *viz.*, (*a*) when the offender has been previously convicted, and (*b*) when serious loss to Government is involved, as in illicit sale of opium. Such offences, by lessening the Govern-

ment revenue, may, as a result, necessitate the imposition of some other more oppressive tax on the people, to recoup the deficiency. All decisions should tend to the advantage of the department from which the action originates.

15. The same considerations as above noted should prevail in the distribution of rewards, *i.e.*, they should not be given in such a manner as to stimulate prosecutions for trifling or technical offences, and, above all, should not offer any temptation to the professional informer to get up false cases. If any serious breach of Excise rules takes place in any village, the chaukidar should, as a rule, be dismissed.

Miscellaneous.

16. The officer in charge of Excise must make himself thoroughly acquainted with the condition of the whole district, so as to know whether the sale of revenue-paying articles bears its due proportion to the demand or not; if it does not, there is reason to suppose that illicit sale is carried on, and this must be prevented.

17. The officer in charge of Excise should be thoroughly conversant with the nature of intoxicating articles: where they are produced, and in what season, at what expense and trouble they can be obtained by the contractors; what classes of persons consume them and in what manner; their effect upon health, the degree of intoxication they produce, and with what rapidity it ensues.

18. The officer in charge of Excise should make a thorough enquiry regarding each intoxicating article separately, and satisfy himself as to whether the consumption

of it is on the increase or decrease, and for what reasons ; and the officer in charge of Excise should make every possible effort to lessen consumption.

19. Rule No. 1 assumes that the convenience of consumers should be consulted ; but special attention should be paid to this point in the case of those articles which the people require either as medicine, or for the performance of religious rites ; in such cases, especially, officious interference on the part of the Police must be checked.

20. The officer in charge of Excise should enquire whether vendors of intoxicating articles offer undue incentives to consumption or not, and also note whether the residents of the village have any complaints to make against the contractors or not.

Special Rules.

Rules concerning native liquor made in Distilleries :—

1. The wall of the Distillery should be of such proportions as to preclude the possibility of any abstraction of liquor by theft.

2. The officials in charge should be continually transferred from one district to another, to prevent their combining with contractors.

3. A ledger or store-book of the materials which enter the Distillery for the preparation of liquor should be kept, and a record should also be kept of what amount of materials is required on an average for the manufacture of a given quantity of liquor : in view of this it should be noted whether the receipts of Government are as much as they should be.

4. The Mohurrir should always be taught the method of testing liquor by Sykes' Hydrometer, and whenever the Peshkar enters the distillery, he should note the following points : (*a*) Is the wine of good quality and pure ? (*b*) Is extraneous matter, *e.g.*, flies, wasps, or mice, allowed to find its way into the mixture ? (*c*) Are the materials which enter the distillery for the manufacture of liquor of good quality and clean ? (*d*) Is liquor distilled at a high degree of strength, and is it kept in a wooden cask ?

5. Under the outstill system these rules should also be observed, as far as possible, especially in large towns, and at the time of settlement they should be entered in the licenses of all the liquor contractors ; so that whenever enquiry shews they are not observed, the contractor may be brought to book.

Drugs.

1. The contract should be given, if possible, to a substantial person.

2. As a rule, the contract for the vend of drugs should not be given to the liquor contractors : if it is, precautions should be taken that the consumption of articles which are the most injurious be not increased.

3. Too much rigour should not be exercised in preventing the use of Ganja and Bhang which grow spontaneously.

4. If a reliable person present himself, the contract for the sale of drugs may be granted for three years.

5. With regard to the more harmful drugs, *e g.*, Ganja and Charas, it should be noticed to what point the Government demand may be raised without putting an absolute

stop to the consumption. If the contractor himself petitions for the uprooting of the hemp plants which grow spontaneously, and the officer in charge of excise is satisfied that to do so will not be to remove a check to the prevalence of fever among the people, there will be no harm in uprooting the plants, as in India they are not put to any useful purpose, such as the manufacture of rope, &c. But in many places the people use the hemp plant *(Canabis Sativa)* as an antidote to fever, and therefore its destruction might do harm.

Opium.

1. The Treasurer should not, as a rule, be allowed to sell opium for profit : for the object of its being sold at the Treasury is to keep down the price of the drug.

2. Too much strictness need not be used towards cultivators of opium with regard to the scrapings of their ladles and pots, especially towards those who bring in a good average supply of opium : otherwise, there will be a danger of checking the cultivation of opium.

3. The license fees taken should be in proportion to the profits of sale : this amount should be settled after investigation and enquiry by the officer in charge of excise into the circumstances of the district, and should average about Rs. 150 for every maund of opium sold. More or less than this amount may be taken, as the result of the enquiry made by the officer in charge of excise shews to be advisable. This is a very important point, and must be specially noted by the officer in charge of excise : and he should also enquire whether the cultivation of opium is on the increase or decrease, with reasons for the same.

Tari.

1. Under what circumstances Tari produces the greatest degree of intoxication, whether when newly extracted from the tree, or after being kept, is a subject for enquiry.

2. Similarly, enquiry should be made as to what the zemindars take from the contractors in return for the right to tap the trees.

Chandu and Madak.

These are the most injurious drugs of all, and every means should be used to check the consumption of them. It should be decided how this result may best be obtained, by ceasing to grant the contract at all, or by prohibiting the private use of the drug.

Suggestions for testing the general excise administration of a district :—

1. On what principles have shops been located ?

2. Is there a rough census of consumers ?

3. Are any changes allowed after settlement ?

4. Is there a rough estimate of the profits of every shop ?

5. Are the fees for shops fixed, or settled by absolute auction ?

6. Has there been any attempt to lease drugs separately, and enhance the price of the most deleterious articles ?

7. Are any monopolies allowed ?

8. Is reckless bidding allowed at auctions, and are contracts given to unsubstantial men ?

9. On what principles are instalments of excise revenue fixed ?

10. Have there been any irrecoverable balances, and, if so, how did they occur?

11. Are prosecutions for trivial and technical offences allowed?

12. Are decisions generally satisfactory to the departmental authorities?

13. Is an officer of the Opium Department present at the trial of all opium cases?

14. Are rewards distributed with discrimination, or do they encourage professional informers?

15. In cases of serious offences against the excise laws in a village, is the chaukidar proceeded against?

16. Is there any reason to suspect smuggling in the district; and, if not, what are the grounds of confidence?

17. What enquiries have been made about the consumption and effect of various intoxicating substances?

18. Is the use of drugs for medicinal or religious purposes interfered with by the excise administration?

19. Have any malpractices on the part of vendors with a view to stimulate consumption been discovered, and are there any complaints of drunkenness and rowdyism?

20. Are the walls of distilleries safe?

21. Have any excise officials been very long in the district?

22. Is there a store-book of materials entering the distilleries, and is the outturn of liquor proportionate?

23. Is the liquor brewed clean and wholesome?

24. Are drug and liquor contracts in the same hands?

25. Do drugs grow spontaneously in the district; and, if so, what is the effect on sales and contracts?

26. Has the Treasury anything to do with retail sale of opium?

27. Is opium smuggling suspected; and, if so, are more opium shops called for?

28. Are opium cultivators harassed by prosecution for trivial offences and has cultivation been thereby rendered unpopular?

29. What manorial dues are paid to landlords by tari contractors and others?

30. Does opium smoking exist in the district?

31. Is the Excise note-book properly kept up as an "abstract and brief chronicle" of all that affects the administration?

32. Is the state of excise balances brought to the District Officer's notice every month?

Suggestions for inspecting distilleries :—

1. Is the daily stock account of liquor kept in a bound-up book or on loose leaves?

2. Are leases properly classified?

3. Are passes returned punctually, and properly posted to their counterfoil?

4. Is the time allowed for return of passes reasonable?

5. Have old pass-books or rawanas been destroyed?

6. Does it appear from the shop register that any of the retail vendors take suspiciously small quantities of liquor as compared with the monthly license fees paid by them, or take it at very irregular intervals?

7. Is there any combination or monopoly?

8. What percentage of the cheques and passes have been compared with the register and with what result?

9. Are all registers properly kept up ?

10. Are locks, casks, standard vessels, &c., in good order ?

11. What arrangements are there for conservancy ?

Chapter 20.

Fairs.

Preliminary arrangements.

As a preliminary to the special arrangements to be made for each Fair, it has to be decided if any such measures as keeping land out of cultivation, procuring labor or material from a distance, or the like, will be required. If such be the case, orders must be issued a sufficient time before hand, but, of course, no hard-and-fast rule can be laid down.

Watch and Ward of Approaches.

Arrangements have to be made for the patrol of all roads leading to the Fair as soon as traffic begins to set in towards the appointed place. If the ordinary district and village constabulary is insufficient for this purpose, men may be borrowed from the large land-owners of the district, or specially engaged and paid for out of the income of the Fair. Special arrangements should be made to watch places where the road passes through jungle, or other lonely spots. For the purpose of this road patrol mounted men are, of course, particularly useful, and can generally be procured on loan from large landholders. Of course the same arrangements for supervision are necessary as within the Fair itself, see *infra*. Similar precautions are, of course, necessary when the assemblage is dispersing.

Internal arrangements of the Fair.

The principal matters to be attended to within the Fair itself are settling the limits of the various bathing ghats, the allocation of shops, the laying out of roads, and the allotment of space for tents, carts, animals, and men. The limits of each bathing ghat should be clearly defined, and the proprietor compelled to mark the deep-water line by a string supported on strong uprights driven into the river-bed. The principal shops should be allocated round a wide open space, to which four or more roads lead. A sufficient number of roads should be provided to prevent congestion of traffic, and in particular a wide open space on the bank of the river should be demarcated on which no encroachments are allowed.

Watch and Ward.

A sufficient number of temporary Police stations should be run up in different parts of the Fair, the principal one being located in the open space above alluded to, where should also be found the office of the Magistrate in charge of the Fair, if this can be arranged. A sufficient number of men must be drafted from the reserve, and the interior, but the most important thing in all Fairs is to have a large number of officers. Thus, if one man is provided for every thousand of the population, there should be at least one officer to every 25 men. The most inefficient of the officers should be relegated to station duty, as the one important thing in a Fair is patrol. If the superior officers of Police are incessantly on patrol day and night, and the Magistrate himself takes the trouble to go out unexpectedly

at least one night during the Fair, there will be little or nothing to do at the stations, because crime will be prevented. The services of special detective officers should be arranged for, to assist in pointing out bad characters (who should all be kept under surveillance during the Fair). If the District staff is not sufficient for the requirements, substitutes should be appointed for the men taken from the reserve or the interior, and paid for out of the Fair income. On no account should the substitutes be put on duty in the Fair itself.

Income.

The income of the Fair should be proportioned to the estimated expenditure, and a regular budget should be drawn up. The usual sources of income are, fees paid by occupants of shops and bathing ghats, and levied on animals coming to the Fair for sale. Expenditure, which should be liberal, should be met by means of advances, the entire receipts being brought to book as soon as levied.

Sanitation.

Latrines should, of course, be provided all over the Fair, but the most important part of Fair sanitation is as follows:—

The limits within which nuisances will be punished should be clearly flagged out, and holes should be dug at convenient spots for the burying of filth which cannot otherwise be prevented. The most important thing of all is to have a sufficiently large staff of sweepers for what may be called *ex post facto* sanitation. A temporary dispensary should be provided, under the charge of a

competent medical officer, within the Fair itself. In the case of an epidemic breaking out in a Fair, it must be dispersed at once.

Miscellaneous.

For the prevention of crushes and other accidents, it is usually necessary to have separate roads for ingress and egress. It is also necessary to prevent sudden rushes to the river bank ; but if the large space alluded to above is kept clear of obstruction, there will rarely be any necessity for other precautions. Boats should always be at hand in case of accidents, and it should also be ascertained that ferry contractors make proper arrangements for crowds crossing the river while the Fair is proceeding.

Chapter 21.

Famine and other Calamities.

Full instructions are contained in the Famine Code for the guidance of District Officers on the occurrence of calamity, but the following suggestions may be found useful :—

For the purpose of report under section 3, the most convenient unit appears to be the circle of the Supervisor Kanungo. The Supervisor Kanungo should divide his circle into blocks, according to the plan suggested under head "Prices, Crops and Weather," in Chapter 32.

Supervisors should piece together the blocks of their circles, and the Tahsildar perform a similar operation on the circles, so as to give a general average result ; but at the same time should keep distinct local areas, in which the conditions are unique. It is scarcely necessary to

observe that reporting should commence when circumstances are such as to threaten calamity, and should not be delayed until the calamity is actually present. The preparation of the register under section 4 requires careful testing by the Tahsildar, and to the section it might be added that a list of those persons who can be supported by private charity should also be prepared. A list of works likely to afford relief, which can be undertaken by private agency, should also be drawn up.

Chapters 3 and 4 contain full directions as to works, but the following suggestions may be found useful :—

The raising of roads is, on the whole, the most satisfactory kind of relief work : the roads of nearly every district require raising, and the work requires no outside professional supervision.

Next comes the construction of dams, a work of a somewhat similar nature. Dams are much more likely to be useful than tanks, because, unless the soil is of the right nature, the tank will not hold water. Of course, it must be ascertained that the dam to be made will not flood the country, and will not give rise to riots and disputes. The digging up of sterile land, and transporting to it fertile soil, is a work worthy of trial; but the digging up of fields suggested in the Code seems a matter of very doubtful utility, as the danger of turning up sterile soil in an alluvial country is very great.

The raising of crops by artificial irrigation is a work which will give employment to any amount of labor.

Other useful works are, digging of holes for trees, the collection of firewood, &c.

One poor-house, at least, should ordinarily be kept permanently opened in every district.

It is to be regretted that the measures provided in Chapter 7 for the protection of cattle are not always enforced in every district; the rules, however, require to be supplemented by others providing pasture in local areas. A simple method would be to exempt a certain portion of every Muhal from land revenue, on condition that the proprietors kept it solely for the use of the village cattle. The area should be divided into two blocks: the first, or reserve pasture, being open only at certain seasons of the year, and the rest at all seasons. All the village community would, of course, have to help in the work of ploughing, demarcating, or improving the pasture ground, as a condition of using it.

The patroling of lines of communication and watching of grain stores should not wait for actual calamity, but be carried out on the appearance of any restlessness among the proletariat, consequent on high prices.

Miscellaneous Calamities.

On the occurrence of any adventitious calamity, such as destruction of crops by hail or floods, a trustworthy officer should at once proceed to the spot to investigate. No hopes of remission of rent or revenue should be held out, enquirers being merely told that suitable orders will be passed in each case.

No system of relief can be efficacious which does not work upwards, from the tenant to the landlord. The condition of the former should be the criterion of action.

It is not, therefore, a sufficient reason for refusing relief that the landlord does not require it. Only one system of action is possible, and it must apply to rich and poor alike.

Gradual Deterioration of Estates.

Besides those unforeseen calamities which we have been considering, a District Officer has to be on the alert to observe those which are gradually brought about, such as the deterioration of revenue-paying estates. The greatest caution and discrimination are necessary in the performance of this duty. The object is, of course, to grant relief wherever it is called for, without diffusing a spirit of unrest among proprietors, or tempting the spendthrift to throw land out of cultivation, in order to gain the benefit of a remission of revenue.

Chapter 22.

Income Tax.

The difficult question of direct taxation is one which comes forcibly to the notice of most District Officers. As a preliminary to the discussion of the principles on which this branch of work should be conducted, the following remarks are offered on the general question. There seems no doubt that a want of clear comprehension and approval of the principles of, and reasons for, the impost we are considering, militates considerably against its efficient administration. When the executive officers of Government are personally disposed to regard any portion of their work as useless or pernicious, the re-

sult generally is that the work is badly done. Difficulties which would otherwise have been faced and overcome are put down as insuperable, and no real energy or intellectual resource is brought to the task of finding out how the work may be most efficiently performed. A few arguments, therefore, in favor of the tax, may be offered as a contribution towards its practical working.

1. It is highly advisable that all citizens or subjects of a civilized Government should recognise that they have duties towards that Government, as well as rights which must be respected by that Government. One of the first duties of the subject is to contribute to the expenses of a Government which protects him. The majority of the class who pay the income-tax contribute in no other way whatever to the expenses of the State. It would, therefore, be extremely unfair to that large portion of the community which does pay taxes, if these persons were allowed to continue enjoying the protection of the Government, without contributing their quota towards its exchequer. It is particularly unfair to the land-owning class, who are obliged to contribute one-half of their collections. Besides, it is necessary to bear in mind that an occasion may at any time arise, when the Government will be compelled to call upon the people to contribute towards some unforeseen expenditure. Unless they are accustomed to part with their money in contributions to the State habitually, it will be extremely difficult to get anything out of them when an emergency arises. It will be observed that the stock argument as to the expediency and justice of an income-tax has not been approached. This is, of course,

that the class paying income-tax are, as a rule, those who have benefited most by the Government, and, therefore, those of all others who should contribute towards it.

It is to be feared that Government officers generally have scarcely done their duty in their attitude towards this tax. Perhaps it is scarcely unjust to say that having had to pay the tax themselves has had something to do with this. It is very much to be regretted that this should have been the case, for by their want of attention to this important duty, officers have too often allowed the tax to become still more unpopular by the injustice with which it has been worked. If the tax is only equitably assessed and collected, there is no reason why it should be a hardship at all.

In approaching, now, the means towards an equitable assessment, the first requisite, as in all other branches of work, is, of course, local knowledge.

The Tahsildar should know every individual of sufficient importance to pay income-tax in his Tahsil so well as to be confident of his assessment being correct.

But there are several methods of independent enquiry which should never be neglected as a means of testing this personal knowledge which we must proceed to consider.

First.—The Tahsildar may make a direct enquiry into the sources of income of each assessee, just as if he was enquiring into any other question ; he may record evidence, and the substance of what the witnesses say, though it will be better not to record their names.

Secondly.—The Tahsildar may make an indirect enquiry into the circumstances of each assessee, which will gene-

rally be more conducive to finding out the truth than a direct enquiry. For example, we may be enquiring into the trade and manufactures of a particular tract of country. If we are always coming across the name of a certain individual as connected with this trade, we should be certain, almost, that he is liable to assessment, and have some sort of guide to the amount which he ought to pay. We may be enquiring into the indebtedness of the peasantry. If, in like manner, we are continually hearing of a certain money lender, to whom the distressed agriculturist is always resorting, we shall have a valuable hint of a similar nature.

Thirdly.—The local knowledge of all persons likely to possess it may be utilised. Such persons are officers of Police, Supervisor Kanungos, Patwaris, Vaccinators, and non-official residents, who are either residing among the people, or obliged by their duties to mix with them. Direct information should not be sought from these persons, unless they can be thoroughly relied upon to give it disinterestedly. But even where informants are absolutely dishonest, the information they have to impart can often be extracted from them by judicious questioning, so that they may be induced to disclose what they know, without perceiving the object of the persons desirous of profiting by this knowledge.

Fourthly.—The assessee himself may be questioned as to the nature and profits of his occupations. It is not such a difficult matter as might be at first imagined to get the truth out of an unwilling witness like this. A preliminary process is necessary. It must be ascertained

to what extent the particular individual is given to concealing the truth. Thus a very truthful person may divulge three quarters of his income, a moderately truthful person half, and a very deceitful person might admit of a very small fractional portion only. Additions have to be made to the figures disclosed by the witnesses, in accordance with the results of this preliminary enquiry. Here, however, a caution is necessary. If the assessee is questioned, as he should be, in the presence of his friends and neighbours, there will be certain facts about which he will be unable to make very false statements. For instance, suppose the assessee is a cloth merchant, who supplies the village with cloth. It will be impossible for him to conceal very much the amount of cloth which comes into his hands every year, or the price at which he sells it. If, then, the wholesale price and expenses of the business can be ascertained (as it should be possible to do with tolerable accuracy), the profits of the assessee in this particular trade should be pretty correctly gaugeable. As in every other branch of work, the principles applied must be acted on with discrimination, and a recognition of those circumstances under which they will probably be inapplicable.

Fifthly.—The whole of the assessees may be assembled in a kind of punchayet, and the Tahsildar's list of assessment revised according to their unanimous opinion. In this kind of enquiry it is useful to take a, so to speak, *test assessee*, whose income has been pretty accurately gauged, and to ask the assembly if so-and-so makes so much, what does this other one make? *i.e.*, double, half, one quarter, and so on.

Sixthly.—The assessee's friends and enemies may be questioned, and the necessary additions or deductions on account of untruthfulness made, but this is likely to be a troublesome process.

By comparing the results of all these six different kinds of enquiries, the assessing officer cannot go very wrong, though, of course, he cannot expect to be always right. The District Officer should always keep this branch of work in his own hands, and any large number of successful objections should always call down his grave displeasure on the assessing officer. No punitive measures should ever be necessary for the recovery of this tax; if any are resorted to, it is *primâ facie* proof that the assessment has been incorrect.

But however great the amount of initial attention devoted to this branch of work, constant care and vigilance is necessary to keep it in a satisfactory condition. Tahsildars must be forced to be constantly watching the course of trade, and finding out both those who have lost, and those who have gained, by accidents, or the fluctuations of the market: their irritating tendency to imagine that their superior officers will be gratified by a rising income irrespective of justice has, of course, to be resisted. But at the same time, a tendency of quite an opposite character has to be as strenuously opposed, namely, that of allowing the income to fall below its proper figure, through failure to make exhaustive enquiries. It is probable that as much discontent is caused by omitting to tax persons who should pay, as by improper assessment. It is, of course, imagined that undue influences have been

at work when persons liable to pay are left untouched. But when the tax is evenly and fairly distributed over all alike, discontent is reduced to a minimum.

Chapter 23.

Judicial Work and Partition.

Note.—The intention of the following is not to prescribe a stilted form for case-work, merely to transcribe the results of experience with the object of saving time and making work more interesting as well as efficient.

Judicial Work.

(A)—*Of the Record.*

Although the matter may seem to some persons too trifling to deserve serious attention, the form of the record of his cases will really have a sensible effect upon a judicial officer's work.

A nicely-arranged, well-written record, every paper of which can be traced at a moment's notice, and which contains proper indexes and abstracts as a guide to its contents, will not only be infinitely more useful than one of an opposite character, but the officer himself will have a kind of pride and pleasure in producing such records, which will be a guarantee for work of a high character.

It may be useful, therefore, to indicate the general form of a record. The outer sheet may be a kind of title page containing the following particulars :—

1.—Name of the Court.

2.—Number and date of case.

3.—Names of parties and pleaders.

4.—Mouza, pargana, or police station.

5.—Particulars of the matter at issue with law applicable.

6.—Abstract of any proceedings anterior to trial.

7.—List of property involved with parties concerned.

8.—Particulars of any previous litigation involving the parties (including of course the previous conviction of prisoners in criminal cases).

N. B.—The headings of such title pages can be printed or written, and the particulars incident to the case to be tried filled in by a clerk before the trial commences.

After the title page should come the index, and then the abstract of proceedings according to date. Then may follow any portion of the record which is detachable, for forwarding to some other Court, as, for instance, the Civil Surgeon's evidence, and statements of accused persons in criminal cases sent for trial by the Court of Session. These should be always on separate pieces of paper.

Then will follow the formal papers of the record, the body of the evidence, and lastly the judgment. Each deposition, according to length, should occupy one or more complete pages, and the name, parentage, caste, residence (and description in certain cases) of the witness should head the page in a conspicuous manner.

The paging will be double, one for the usual *nathis* of an Indian record office, and one for the whole.

(B)—*General Principles.*

1. The plaint or petition should always clearly shew forth the offence complained of and relief claimed, with the law applicable, and if not conformable to these conditions, should be amended.

2. Printed forms for application to the Courts are in use in some districts, and where such forms are not in use, a clear and intelligible standard should be introduced and adhered to.

3. In all cases it is desirable to settle the point or points at issue as soon as possible, and for this purpose it is convenient that every record of evidence should be headed by the statements of the parties.

4. Evidence should be arranged in order of time, and the evidence of each witness on the same principle.

5. In taking evidence in India the confronting of witnesses is a most powerful engine for the extraction of truth. Witnesses should give their evidence with their eyes fixed upon the countenance of the person to whom their statements are damaging, and in special cases may be made to address them thus: "You did so and so." Under such an ordeal a false witness or a guilty person will constantly flinch and be shewn up in his true colours.

6. Cross-examination should be done in such a manner as not to let the witness know that he is being cross-examined. But questions should be asked in such a manner that the witness thinks the questioner expects the answer he desires, and not in such a manner as to give an opportunity for subterfuge. For instance, a person should not be asked: "You hav'nt any quarrel with so-and-so, have you?" but questioned thus: "Now, sir, tell us clearly and plainly what your quarrel with so-and-so is."

7. It is very convenient to ask each party whether he can give any good reason why any particular witness

should be regarded with suspicion: this is a better challenge than the favorite discrepancies in statement of which the Indian bar is so fond. Indian witnesses, whether true or false, constantly speak at random, and therefore discrepancies prove nothing.

8. The object of a person taking depositions should be to omit nothing that can throw light on the case, but to put down nothing superfluous. Deponents, especially in cases of admissions, should be told of the effect of what they say.

9. All cases in which such a course will not injuriously affect society, are better settled out of Court. The object of judicial officers should be to decrease litigation as much as possible, and shew litigants how ruinous and foolish their conduct usually is. At the same time any case in which a question is involved which ought to be set at rest by an authority which no one can controvert, should be decided by the Court.

10. It should be remembered that there are no Courts of Equity in India, so that the law should not be too blindly followed, though of course, where clear, it must not be transgressed.

(c)—*Criminal Jurisdiction.*

1. The statement of the injured person, or of some intelligent individual on his behalf, should contain a brief summary of all the leading facts of the case.

2. When complainants are examined on the institution of a case, it is not necessary that they should give more than a resumé of the salient points. For instance, a com-

plaint of assault is made: the complainant need only state as to the facts of the assault, the hour and place, the extent of the injury, weapon used, cause of quarrel, and witnesses present. More important than anything else is the task of discovering, at the preliminary examination of a complainant, all matters bearing upon the relationship between him and the other parties to the case and the witnesses. Above all should the complainant be forced to disclose the version of the story which falls from his opponent's lips. If no delay takes place in his examination, the complainant will not ordinarily have time or sense enough to invent lies, and often such a process will lead to proof positive that the case is not one for a Criminal Court. For instance, after defeating (as he is bound to do) the numerous dodges which a crafty complainant will resort to to avoid answering this question—suppose an Officer has elicited from a complainant of criminal trespass that the person complained against claims the property as his own—his duty will be plain and simple.

3. If after examining the complainant on the lines laid down, it is impossible to decide whether a crime has or has not been committed, the Court should hold a preliminary enquiry rather than summon a possibly innocent person. In camp of course all cases can be enquired into on the spot, and a great deal of good done to the people. In preliminary enquiries one witness whose statements can be relied upon, is quite sufficient, and more than one such witness should not be summoned by the Court.

4. When the preliminary enquiry has revealed the apparent necessity for taking up a case, the Court should

test the relationship, &c., of the parties and witnesses named with a view to see whether the evidence is likely to be reliable. These principles must of course be borne in mind in making preliminary enquiries. It is perhaps unnecessary to insist on the extreme caution which should be used in finally coming to the decision to summon an accused person in a country like India, where false and frivolous litigation is so common. This caution cannot be exercised without delaying justice to some persons *bonâ fide* in need of relief, but Indian litigants are so plundered by official and non-official, that this delay of justice, even if it takes place, is by far a less serious evil than the opposite one, which ensues when the above cautions are neglected. It should be remembered that a little delay in taking up a case, the institution of which will really injure the person instituting it rather than benefit him, will often end in his thinking better of the matter and abandoning it.

It must, of course, be remembered that any person known to be a bad character, and one who habitually annoys and molests the public, should never get the benefit of the remedial and precautional measures recommended above. That each case must be judged on its own merits, and that circumstances alter all cases, are two important maxims that must always be borne in mind : it is also necessary to observe that general principles, however good, must not be blindly followed.

The Court should distinguish between being satisfied that a crime has been committed, and that that crime can be brought home to the offender. It may be impolitic to

summon a dangerous character on insufficient evidence, as, if he is acquitted, he will be stimulated to more evil, and will laugh at the Court.

No petty case should ever be sent to the Police for enquiry, as this is often exactly what maliciously disposed complainants want, *viz.*, to set the venal myrmidons of the police-station on to their enemies.

When there are cross-summonses no further orders should be passed than that each party should produce his witnesses on a day to be fixed by the Court.

5. When the parties have appeared in Court, the Court should be guided by the abovementioned principles in deciding whether or not a compromise should be effected (see general principles No. 9, *supra*). In cross-summonses and all cases in which process of Court has not issued, compromise will generally be the best way of settling the dispute. In such cases it need not be objected that an offence is by law not compoundable.

6. The preferable manner of taking evidence is detailed above. In hurt cases the medical evidence should be taken on these lines :—

First: Is the hurt from which the party is suffering possible in the manner described in the evidence for the prosecution ? The reasons for the medical man's opinion should be given in full.

Secondly: Is the hurt possible in any other way, with reasons as before ?

Special care should be taken to give witnesses full expenses, and see that they are put to no unnecessary detention or inconvenience; nothing tends so much to

prevent concealment of crime as attention to these points.

7. In awarding sentence, the circumstances of the person punished should be taken into consideration. Thus, a poor man should not be heavily fined, a man in good position should not be let off with a fine for a heinous offence; none but very low-born criminals should be whipped, except for offences involving grave moral turpitude. In excise cases especially, technical offences should be met by a merely nominal fine, though offences which endanger the public revenues must be severely punished in the public interests, to which those of individuals must always yield.

It is usually very impolitic to fine people in this country for trivial offences against the person, as they will never rest till they get their revenge; if the contingency cannot be avoided, steps should be taken to prevent the parties from fighting again, either in or out of Court. Juveniles should be whipped, and habitual offenders receive at least from 25 to 50 per cent. more imprisonment for each offence.

8. Care must be taken that the Police do not unnecessarily harass the people by unintelligent application of the six years' rule for realising fine. Uncollected fines should ordinarily be struck off as irrecoverable if they cannot be realised with due diligence within six months.

9. Security for good behaviour cases are best taken up in the cold weather. A really bad character who is injuring society should not be let off for slender evidence, and no ordinary security should be accepted for him; but

a person of influence who will keep him from evil ways should be required to stand for him.

10. Subdivisional Officers should satisfy themselves that they are informed of any ill-feeling which is likely to cause a breach of the peace; and when there is a dispute as to property, be sure they get early information so as to prevent an affray. Chowkidars, if properly in hand, can prevent most riots.

11. In charges against public servants the greatest possible care should be taken that false complaints do not succeed.

(D)—*Regular Revenue Suits and Applications.*

1. *Profits.*—Suits for profits should be accompanied by the following :—

I. An extract from the jamabandi or rent-roll of the year for which profits are claimed, showing distinctly the different items which make up the total, distinguishing between those which are collected, and those which are not collected, and where the latter are included, specifying the proof of gross negligence on the part of the lumbardar or collecting shareholder.

II. The method on which sír assets are calculated should be distinctly specified, with the grounds for the same.

III. It should be distinctly stated by the plaintiff what he admits in the way of village expenses, and what he objects to, with the grounds thereof.

IV. It should be distinctly stated whether the plaintiff has paid in his own revenue or not, and whether in the latter case the defendant has paid it for him or not.

The accounts, if requiring correction on the result of the foregoing enquiries, should be returned to the plaintiff for correction, *before the suit is brought on the file:* this is most important, as if attended to, it will lighten labour immensely and shorten duration of suits.

2. *Rent Suits.*—The Court must remember that its only task is to decide whether rent has been paid by the cultivator to the plaintiff, or to some one whom he fancied was entitled to collect or not; in the former case the claim will be dismissed, in the latter decreed. Of course the Court must satisfy itself that the rent can be claimed by the plaintiff, that he is legally entitled to sue.

The following decision, Madho Prasad *vs.* Ambar, 5 I. L. R., pp. 503 *sqq.*, may be quoted; this decision shows that rent can only be recovered from a person other than a cultivator in a Civil Court.

3. *Distraint.*—The law contains very precise principles on which cases of contested distraint are to be decided. That is, in all cases where the demand is found to be due, a decree must be given against the cultivator, irregularities notwithstanding. Where irregularities prejudicial to the cultivator have occurred, he must sue for *damages* to obtain redress.

4. *Damages.*—In all sorts of suits for damages a decree for from twice to about four or five times the rent of the land in respect of which damages are claimed, according to the circumstances, seems a reliable basis for decision.

Applications.

1. Applications for production of Patwaris' accounts should not, as a rule, be made into regular cases, but disposed of through the Tahsildar.

2. Resumption of rent-free tenures. The principle on which these are resumed is strict; sewai (or miscellaneous proceeds) is held to be equivalent to rent, but in this case the Board of Revenue have ruled that the application should be for delivery of counterpart (kabuliat), and not for resumption or assessment.

3. In cases of ejectment of occupancy-tenants, the Board have constantly impressed upon Subordinate Courts the advisability of giving time to the tenant, who should only be ejected in case of persistent contumacy, or hopeless impecuniosity.

4. In cases of ejectment of non-occupancy tenants who have growing crops on their lands, they must be allowed to tend and cut the same or be given compensation for the *ripe crops*. About two to five times the rent of the land is a fair amount to award. In either case rent will be payable in cash or by way of set-off.

5. *Enhancement of rent.*—The following, is a useful method of calculating or reducing lump rents to rent-rates. Find out the exact proportion which each class of soil in the holding bears to the rent, reduce the whole holding to terms of the lowest soil, calculate the rent-rate on this, and then work backward for the higher soils. Example: Suppose there are three kinds (A, B, C) of soil in fertility of the following proportion, 3 : 2 : 1.

Suppose a tenant has 30 acres of land and pays Rs. 90, his amount of each kind of soil being equal = 10 acres. This holding may then be supposed equivalent to 30 + 20 + 10 = 60 acres of the worst soil ; hence the rate for this will be Rs. 1-8 per acre, for the middling Rs. 3, and for the best Rs. 4-8.

(E)—*Miscellaneous.*

The following notes on the most important miscellaneous cases may be found useful :—

1. *Lumberdar's appointments.*—The provisions of section 14 of the Circular must be enquired into and carried out in every case. When an appointment has to be made by Government, the following points should be borne in mind. Is the person chosen representative of the community ? Is he a person from whom the revenue can be realised without difficulty ?

2. Mutation cases are, of course, decided on the basis of possession if possible ; if not, the principal points of the Hindu and Mahomedan Law of Inheritance should be borne in mind in giving possession to those best entitled. The conduct of partitions is so important that the following special directions are given at length on the subject.

Directions for the Conduct of Partition Cases by Assistant Collectors.

(A)—*Of the Preliminary Procedure.*

1. On presentation of an application for partition the Peshkar, or other officer in charge of the vernacular office, should be called upon to report within two days (*a*)

whether the application is in order, (*b*) whether the share claimed by applicant, and of which partition is desired, corresponds with that recorded against his name in the copy of the Khewat filed.

2. If the application is not in order or is open to objection on account of want of evidence that the share claimed actually belongs to the applicant, or for any other reason, the Assistant Collector should either return the application for amendment or reject it altogether.

N. B.—Ordinarily applications should be returned for amendment if this can be effected within a reasonable time, and of course the amended applications should not be rejected as over time. If, however, applicant claims more than appears to be his share (by the Khewat filed) and has to apply to the Civil Court for a declaratory decree, or other circumstances render the proposed partition premature or impossible, the application should be rejected.

3. If the proposed partition appears likely to cause administrative inconvenience, as for instance when perfect partition is claimed for a very small share, the annual Government revenue of which would be less than (say) Rs. 50, or the partition seems objectionable for any reason not sufficient to involve its summary dismissal under Rule 2, the Assistant Collector should forward the record with his opinion for the orders of the Collector of the district.

N. B.—Action under this rule will more often be taken after the examination of the Patwari and co-sharers has taken place than during the preliminary stage.

4. When the application does not present any *primâ facie* objection, or when it has been amended, or when a reference to the Collector under Rule 3 has resulted in an order for the partition to proceed, the Assistant Collector will continue the partition as follows :—

"The order for issue of the Notification and Notices required under section 11 of the Act shall be passed, and the applicant shall be informed of the costs and required to pay them into the Court within a given time.

"During the term allowed by the Notification, the record-keeper shall be called upon to certify that no changes in the register have been made or ordered since the copy of the Khewat was given to the applicant, and to report whether the field map and settlement records of the muhal are complete. He shall also be required to state how the constitution of the muhal was defined in the settlement record of rights, and to quote any provisions regarding partition therein contained." *

5. If costs are not paid in by the appointed time, the case may be struck off. If any objections to the partition are filed, a day should be fixed for their disposal on the following principles :—

(*a*) If there be an objection raising a *bonâ fide* question of right, and the case seems complicated, it will be better to refuse the partition until the matter has been set at rest by the Civil Court ; but

(*b*) if the Revenue Court has sufficient material for the decision of the question, or the objection is frivolous, it may be decided, and, if overruled, the partition will proceed.

N.B.—Although the law makes the consent of co-sharers to an imperfect partition necessary, it is not advisable to suggest as it were to the non-applicants that they should *veto* the partition ; and if no objection be made within the prescribed period, it may be presumed that none exists.

6. If there are no objections, or they have been overruled, the Patwari and shareholders will be summoned

* These are the words of the old Circular.

for examination as to the details of the property and principles of division. If on the day appointed the applicant does not attend, the case will be struck off. If no shareholders attend Court, the Partition Proceeding must be drawn up after examination of the Patwari and applicant, and the same will be proclaimed in the estate to be divided by affixing a copy thereof in the village "chaupal" or other public place. If no objection to the proceeding is made within a specified time, it will be presumed to have been ratified by the other shareholders. If any objection is made it should be disposed of after notice to objectors and applicants, and the partition proceeding may be modified in consequence thereof.

(B)—*Of the examination of the Patwari and Shareholders.*

(*a*) *Investigation into the nature and extent of the properties to be divided.*

What is the constitution of the estate to be divided? How are shares calculated (fractions of a rupee, bigha, &c.)? What is the share of the applicant? What is the whole revenue payable by the estate, and by the applicant? What is the total amount of cultivated land and of each class of soil? How much is held in common and how much in severalty? What sír land or land in special possession is there? What portion is cultivated by the proprietor and what by under-tenants? What description of cultivators hold the assamiwar or tenant's land and how much does each hold? What portions of the estate, if any, differ in quality of land, and what is the extent of each? What description of industrial or menial castes

live in the village, and what is the number of able-bodied males in each? What is the total number of houses in the village and the details of the uncultivated land, &c.? What revenue-free holdings or rent-free plots are there?

The statements marked 1 P, 2 P, &c., in the appendix may be filled up according to the facts, and will be found to present the answers to the foregoing enquiries in a convenient form.

(*b*) *Of the customs prevailing in reference to the above properties.*

2. Do the proprietors pay rent for their quasi sír land,* or is it accounted for in the distribution of profits? What customs prevail as to the ejectment of proprietors from land of this description?

3. What cases are collected from tenants of all descriptions, and to what extent do grain rents prevail? What difference is there between the rates ordinarily paid by cultivators with rights of occupancy and without rights of occupancy, and have the latter (tenants-at-will) any privileges as compared with outsiders, if resident on the estate?

To whose share do lands held by ex-proprietary tenants belong? What customs prevail as to trees growing spontaneously in cultivators' fields? What customs prevail as to sugar-cane or other extra rates?

4. What rights do tenants exercise over their houses? What customs prevail as to new buildings, use of manure,

* Land in special possession, but *not* sír.

&c. ? What customs prevail as to the trees inside the village site ? What rates, if any, are paid by non-cultivating castes?

5. What customs prevail as to use of wood and fruits in groves in common possession or in that of tenants ? What customs prevail as to breaking up new land, grazing cattle, and use of forest produce? What dues, if any, are paid by outsiders ?

What customs exist as to fishing, irrigation and use of water produce (singhara nuts, &c.) ? What irrigation dues are levied, if any, and from whom ? What customs exist as to use of water and earth from tanks for building purposes ? Is irrigation practised from rivers ? What dams, if any, are constructed for purposes of irrigation, and what customs prevail as to their use, repairs, &c., and what customs exist as to cultivation of melons or other crops on river banks ? What customs exist as to lands recovered from or lost in the river ? What boats and ferries are there, and what customs exist as to their use ? What customs exist as to the use of granaries, graveyards, quarries, burning ghâts, and the like ? What customs exist as to maintenance of roads and use of trees, &c., grown on them ?

6. What customs prevail as to irrigation from wells, their repairs, &c. ? Whatc ustoms exist as to the use of temples, mosques and other religious institutions ? When do markets and fairs take place ? What dues are levied and how are they expended? What customs prevail regarding indigo factories, saltpetre factories, saltpetre licenses, brick kilns and sugar mills ?

(c)—*Instructions as to the preparation of partition proceedings.*

(*a*) *Regarding the formal preamble.*

The following particulars should be stated in the partition proceeding by way of formal preamble :—

1. Serial number.
2. Number of the case.
3. Section of the Act under which proceedings are taken.
4. The name of the mouza and pargana.
5. Names of the parties.
6. Shares of the parties.
7. Date of the filing of the case.
8. Date of the payment of costs.
9. Date of issue of proclamation.
10. Date of decision of objection if any.
11. Constitution of mahal and proposed constitution after partition.
12. Details of previous partitions.
13. Total area, with details of cultivated, cultivable and barren.

(*b*) *Regarding the general rules of the partition.*

1. Whether the partition will be made by an Amin, by the Patwari, by Arbitrators, or by the parties themselves.

N. B.—If the parties can do the work themselves, no method of partition is preferable, but ordinarily an Amin will have to be appointed. Arbitrators do not often give satisfaction in conducting a partition, and the Patwari cannot be allowed to do so unless his other duties admit of it.

2. Whether the present records will be accepted or whether a fresh survey is necessary.

3. Whether the numbers of the Khasra in use at present will be maintained or altered.

4. Whether the partition will be effected according to geometrical division, chakbat or khetbat, or nominal portions divided off by name.

(*c*) After recording the general methods of division approved by the shareholders present (it is understood of course that the Patwari and shareholders should remain in Court until the partition proceeding is completed), the details of property revealed by the investigation directed above should be recorded in narrative form, and the particular methods of division selected in a similar manner as explained below.

(*d*) Of the methods of division of the various properties recorded as above and their advantages and disadvantages.

1. *Sír land.*—Possession can be retained or can be given up : the law directs that it be maintained as far as possible; if this is impossible, that portion should be selected for transfer which is sublet to under-tenants. Deficiencies in sír land should be made up in the first instance from lands of similar quality held by tenants without rights of occupancy.

2. *Quasi sír land.*—This will ordinarily be divided as land held by tenants, but if the shareholders wish it, and it is practicable to do so, possession can be maintained.

3. If the estate to be partitioned can be divided into sections of varying fertility, each shareholder should ordinarily have his fair portion of each section, as well as of the different kinds of soil within that section. If the

shareholders desire it, and it is possible to do so, regard may also be paid to—(*a*) the number of each kind of tenant given to each shareholder, (*b*) the rent actually paid by those tenants, and (*c*) the possibilities of enhancement in the future. Rent free and ex-proprietary lands should be divided off to the share of that proprietor to whom they appertain, but rent-free lands granted by the entire proprietary body should be rateably divided. The village site should be divided with special reference to avoiding disputes and bad feeling in the future. Possession should be maintained as far as possible, and property which is of common use and advantage (as open spaces for sanitary purposes) should remain in common. Each shareholder should have his fair share of each kind of menial and industrial caste as far as possible. If compensation has to be given for land in possession in the village site (or "abadi"), it should be given from barren land.

5. Groves in special possession should be treated as sír land, the compensation to be awarded in each case to be decided by the shareholders. Groves in common should be partitioned so as to avoid breaking them up as far as possible. It will very seldom happen that the parties will consent to receive less than their fair share of land; so that inequalities in number of trees will have to be made up in one or other of the following ways :—

(*a*) Deficiency in number of trees can be made up by superior quality, or

(*b*) By cash payment.

(*c*) The number of trees can be made the same, but deficiencies in area can be made up from culturable land.

Groves in possession of tenants should be divided with reference only to area, and the rent, if any, payable for them.

Forests, waste lands, &c., should be divided rateably with reference to the produce, if any, obtainable from them, and their uses, or allowed to remain in common. The customs agreed upon to be followed after partition should be carefully ascertained and recorded. Rivers, tanks, &c., should be nominally divided, but it will be generally advisable to maintain the old custom as to irrigation, fishing, &c., and attention should be paid to any inequalities in usefulness.

6. Dams and other irrigation works. It should be particularly stated what differences, if any, will take place in their use, repairs, &c., after partition.

As to religious buildings, &c., the wishes of the shareholders and persons in possession should be carefully ascertained, and an arrangement made with reference to the special circumstances of each case, which will prevent future disputes and ill-will. As to factories, &c., the profits had better be divided in most cases, and the management remain as before, but the shareholders' wishes will of course be carried out.

(D)—*Of the Amin's Duties.*

Within fifteen days of his appointment the Amin should obtain copies of the following papers :—

1. Khasra.
2. Sajra.
3. Jamabandi.

The Amin will then begin the partition on the spot, and should ordinarily finish his work within one month. On completion of his work he should explain to each of the shareholders on the spot, if possible, the share he has allotted him, and obtain his affidavit of agreement to the partition. If the Amin takes a longer time than is necessary in completing the partition, or neglects his duties in any way, as by not testing the papers delivered to or prepared by him on the spot, or in any other way, a rateable deduction will be made from his fees.

N.B.—Nothing of the nature of valuation or appraisement of the properties to be divided should be left to the Amin; but this work must be done by the parties, or by the officer deciding the case himself on the spot.

(E)—*Of the final proceedings.*

On receiving the Amin's papers the officer conducting the partition will summon the parties to attest the papers, and explain to them the shares allotted to each. If there are any objections they will be decided in the usual manner.

N.B.—The disposal of the objections should always, if possible, take place on the spot, and the officer conducting the partition should take the opportunity of thus testing the entire work of partition from the earliest stages, and ascertaining that the details of property recorded correspond with the facts, and that the method of partition agreed upon is just and possible. It would be better of course that the examination of Patwari and shareholders and preparation of the partition proceeding should take place on the spot; but as this is not generally practicable, the final testing should be made as thorough as possible, and should include not only a scrutiny of the Amin's work, but a review of the entire proceedings.

After disposing of the objections, the Assistant Collector conducting the partition should distribute the revenue

over the shares and forward the papers including the following :—

1. Khasra,
2. Jamabandi,
3. Mahalwar abstract,
4. List of blocks,

to the Collector of the district for final sanction.

N.B.—Of course even if there are no objections the Officer dividing the estate is bound to satisfy himself that the partition is a fair one, and to amend it if necessary. In conclusion, the important principle may be repeated that nothing in the way of valuation or appraisement should be left to the Amin : if this is not attended to, the results will be disastrous.

Suggestions for inspection of the working of Subordinate Courts :—

I.—*Courts in general.*

1. Are the records neat and according to rule ?
2. Are parties informed of postponements ?
3. Are cases generally disposed of on fixed dates ?
4. What is the average duration ?

II.—*Criminal Courts.*

5. Are complainant's depositions properly taken on first institution ?
6. Are depositions written in the presiding officer's own hand-writing ?
7. Are defendant's statements properly taken ?
8. Are necessary certificates given in case of confessions ?
9. Are charge sheets used and properly filled up ?
10. Are formal sentences recorded ?
11. Are witnesses' expenses paid ?

The following questions concern stamps :—

1. Are stamps properly defaced ?
2. Is Talbana taken in non-cognizable cases ?
3. Are the perforations clean, no pieces being left sticking ?
4. Are stamps properly calculated according to the Court-fees Act ?
5. When the value is made up of two or more stamps, does a Treasury certificate accompany ?
6. Are pieces of stamps burnt or not ?
7. Are stamp values added to fines on defendants ?
8. Does each record bear a list of stamps ?
9. Do copies bear the signature of the attesting officer on stamps ?
10. Are all stamps above Rs. 2 signed by the official vendor, with date of sale, and others by persons filing them ?
11. Are there any unstamped or insufficiently stamped documents ?

N.B.—The following questions refer to records which have already been in the record-room :—

12. Is the record-keeper's perforation dated ?
13. Is there a certificate of balance of stamps after weeding ?

Appellate Jurisdiction.

In conclusion, the following remarks may be hazarded as to the decision of appeals. It is not the function of an Appellate Court to retry a case, but merely to correct any obvious mistakes or injustice into which the Lower Court appears to have been led.

Chapter 24.

Medical Work.

The extension of European medicine is a matter deeply affecting the well-being of the country. Although in a knowledge of simples the European surgeon might find something to learn from the experienced native practitioner, yet the absence of scientific and surgical knowledge in the latter renders the Government dispensary the safest place for a sick person to betake himself to. It is much to be regretted that the European practitioner adopts such a contemptuous attitude towards local methods of cure, and that no means can be devised of bringing the two systems into harmonious working. But while matters remain as they are, and especially while raw and inexperienced native practitioners are able to practice without any restriction, it seems advisable to extend dispensaries as much as possible, both by public funds and private enterprise. For the present we might be content with arrangements under which no person had to go more than ten miles for gratuitous medical advice. It then has to be ascertained that the people thoroughly understand that they are entitled to free treatment, and that the assistant in charge does not defeat the objects of Government by exacting illegal fees, and neglecting the poor because they are unable to pay them.

Vaccination.

Sanitation being treated of in a separate chapter we pass on to consider the subject of prophylactic measures against the scourge of small-pox. The principal draw-

backs to the spread of vaccination are, *first*, the system of endeavouring to force it down the throats of the people; 2*ndly*, the want of a sound system of administration; and 3*rdly*, the laziness and unintelligent procedure of the actual operators. As regards the first difficulty, the subject is one which, like sanitation, must be accomplished, at least in rural tracts, through the people themselves. The drastic method may succeed in towns, but cannot possibly be other than a failure in villages. Accomplished through the heads of the people, the effect will be lasting and permanent; accomplished in any other way, the effects, even if tangible, will be merely ephemeral.

The faults of the present system seem to be the dual control of the operating staff, and the inferior class of men usually employed. Until the staff are under the entire control of the local authorities, it is vain to expect to get really good work out of them. If a better class of men were appointed, so large a surface of work would probably not be performed, but its effects would be infinitely more lasting. Besides, a better stamp of man could be utilised at all seasons of the year as a kind of itinerant practitioner and health officer. As matters are at present the only thing to be done is to endeavour by every available means to defeat the tricks employed by the vaccinator to draw his pay without doing his work. A few words as to these tricks may not be out of place. 1*st*, the vaccinator will take bribes from villages not to go there at all, or from heads of families not to vaccinate their children. 2*ndly*, he will seize a few children whose parents are too poor to bribe, and too low down in the

social scale to resist him, and vaccinate them. This will, of course, do no good in the matter of example ; whereas if the leaders of the people were induced, by persuasion, to have their children vaccinated, the whole village would probably follow suit. *3rdly*, on arriving in a village the operator will demand fees, and, if refused, will report that the people decline vaccination. *4thly*, he will commence work in an aggressive manner, the result of which will be that all the children in the village run away and hide themselves, and then the operator will report, perhaps, that he has been opposed in his duties; the real fact being that his unintelligent and objectionable method of procedure is alone at fault. *5thly*, he will visit the villages of his beat in such an irregular manner as most effectually to waste his time. And *6thly*, he will perhaps pretend that there is scarcity of lymph, the real fact being that this means he has not been doing his work; as if a vaccinator really does his work, he cannot help *producing* lymph.

It must be the object of an officer who attempts to get good vaccination work done, to defeat these various machinations, and to so arrange an operator's work that he does not waste his time, and that a full tale of work can be exacted from him. In particular, it must be arranged that every village of the district is visited by an operator, once a year if possible ; if not, at least once in two years.

Countess of Dufferin's Fund.

In connection with the movement for supplying female medical aid to the women of India, the most practical

steps to take, with the object of benefitting the district in which work is organized, seem the following :—1*st*, the training and supervision of local midwives ; and 2*ndly*, the training of medical pupils for work within the district.

A branch of the Provincial Fund, affiliated to the central body, will probably be most beneficial to the district.

Chapter 25.

Municipalities.

Establishment.

The establishment of a municipality will ordinarily consist of a Superintendent and subordinates, in each of the three grand sub-divisions of Collection, Conservancy, and Public Works Whether these departments will be entirely separate, or to any extent combined, will depend upon the circumstances of each municipality.

The number of subordinates also will greatly vary, and in addition to the whole will be the staff of English writers or clerks, described in Chapter 1 as belonging in most districts to the English office. The Superintendent of the Public Works Department will, in all large municipalities, be a professional engineer, and the whole will be superintended by a Secretary, on whose personal supervision of every department efficient working will depend.

Income.

The most important portion of municipal work is naturally the financial department. The income of most municipalities is derived from one of two sources, either

octroi taxation, *i.e.*, an impost on articles consumed within the municipality, or direct taxes. If income is raised by the latter, the same principles have to be borne in mind as are necessary in regard to Act XX Towns, see Chapter 32. But usually the income of a municipality is derived from a local duty on articles imported into the municipality—entitled octroi. In the collection of this tax the following points require attention:—

1*st.*—Are the outposts so situated as to watch all the roads by which goods could approach the municipality ?

2*nd.*—Is the system of collection one which offers any opportunity of embezzlement ?

3*rd.*—Has each outpost a list of monthly income for the past ten years with the average struck ?

4*th.*—Is a list of duties leviable hung up at each post ?

5*th.*—Does the taxation injuriously affect the trade of the town, or unduly raise the price of any article of consumption ?

Collection.

The collection of an octroi tax is the only matter in this connection which is likely to present any difficulty. The work of collection has to be carefully supervised to see that the public are not unduly harassed, and that, at the same time, the tax is not evaded or embezzled. No vexatious weighing or searching of traders' consignments should be allowed at the outposts, but only enough to check fraud. The counterfoil passes given for different consignments, according as they are for consumption within the municipality, in transit, or partly one and partly the other, should be of different colours, so as to be

easily distinguished, and every facility should be given to those desiring to pay duty at the Bonded Warehouse.

The clerks must be compelled to have returnable counterfoils properly pasted in in the various pass-books: they must give a separate pass to each individual, and be required to write legibly.

The safest method of collection is by sealed or locked boxes, the cash with a copy of the pass being deposited through a slit by the clerk, and the boxes opened by a responsible officer daily. It is understood that duties paid at the Warehouse are collected by the Octroi Superintendent himself. It must be remembered that articles, the duties on which do not amount to one pie, are exempt from taxation. All outpost clerks should sleep at their outposts, their proceedings on market days being carefully checked to see that they collect duty on the full amount of goods sold in the market, and no more. It should be ascertained that proper duties are levied on all goods consigned to European and official residents within municipal limits.

Conservancy.

The conservancy of towns will be found treated of under the title of Urban Sanitation in Chapter 27. The strictest supervision is required in towns to ensure the observance of cleanliness. As a preliminary measure it must of course be ascertained that the number of latrines and urinals, and the staff of sweepers, is sufficient for the requirements of the town. Similar remarks apply to dust-bins, which should be distributed, according to

a uniform system, all over the town. Particular attention should be paid to the trenching of nightsoil, which, unless the screw is constantly applied, will be done in a most unsatisfactory and objectionable manner. Deep trenching, and a thorough covering with earth, is, of course, what is required. It need scarcely be remarked that all drains should be of masonry, and that the water-supply should be kept thoroughly pure. Details will be found in Chapter 27. If the conservancy plant is found insufficient, a special grant should be made for supplementing it.

Public Works.

The public works of a municipality do not present any peculiar features, and remarks in Chapters 15 and 32 apply. It may be stated in general terms that the money raised in taxation should be expended, as far as possible, for the benefit of the classes taxed. As a particular instance of this general principle, it may be noted that all towns should be provided with well-kept parks or gardens, and that money should not be grudged in improving streets, or even in beautifying the town. It is particularly worthy of notice that municipal roads, specially those over which traffic is heavy and continuous, will usually require repairs more than once a year. The principal streets of every town should be furnished with shady avenues.

Arrangement of streets, houses, &c.

In every place where a number of human beings collect, the interests of the individual have to yield to those

of the community. It follows that a certain space in all streets and thoroughfares must be preserved from encroachment, and that houses and additions to houses must be built, trees cut down and planted, &c., according to certain fixed rules. General principles are difficult to lay down, because the circumstances of no two towns are alike: but the following will be found of pretty general application :—

1. Traffic must not be impeded.
2. Free entrance to drains must not be interfered with.
3. Danger of fire must not be incurred.
4. Trees or branches of trees, in dangerous positions, must be removed.
5. Trees affording shade to the public should not be allowed to be cut down.

With regard to No. 3, grass thatchings should never be allowed in populous streets, as in the hot, dry weather they catch fire on the slightest provocation. A bamboo thatching is not nearly so dangerous, and nearly as cheap. This kind of roofing may be recommended to the poor, who, however, should leave the town if they cannot afford to conform to its laws.

Penalties.

The penal clauses of the law should be enforced with discrimination. It must be remembered that the majority of offences are, like those under excise and similar laws, not usually *mala per se.* It is inadvisable to prosecute an otherwise unoffending citizen for ordinary breaches of bye-laws. Those whom it is for other

reasons advisable to punish may be thus proceeded against, and repeated offences may, and in fact should be, punished : but it is better to secure general observance of rules by personal influence than by constant prosecution. Frequent prosecutions are also inadvisable, because they lead to underlings getting up false cases for gain.

Supervision.

The most important thing of all is, of course, efficient and constant supervision. In towns where there is a paid Secretary, the exclusive devotion of his time to this work ought to be sufficient to gain the desired object. But even where this is the case, the Tahsildar and Magistrate having jurisdiction in the town, should take a share of the duty of superintendence, bringing to the notice of the District Officer everything that it is advisable for him to know. In every instance the town should be parcelled out between the members of the committee, each being responsible for the conservancy, and absence of anything injurious to health, safety, or convenience, within their beats. Members should also test vital statistics within their beats.

Preparation of Budget.

Clear explanations should be given, under the head of Income, of any abnormal figures : that is, if past experience (which is the usual basis of estimates of income) is expected to be falsified in the future, reasons should be given in full. Under Expenditure, reasons for exceeding the Government percentage, under each head, should invariably be given.

Miscellaneous.

Licensing of hackney carriages is an important part of the duties of a large municipality. Numbers must be exactly suited to the requirements of the town. In case of excess, drivers will ply for less than the proper scale of charges : this will always deteriorate the condition of the carriages. In case of deficiency, the public will suffer, of course, in another way, *i.e.*, from the independence of the drivers.

Among minor miscellaneous matters may be mentioned the following : contributions to schools and dispensaries should be liberal ; all leases of intra-municipal nazul lands should be reported for Government sanction, and all houses should be permanently numbered.

The following suggestions for inspecting the condition of a municipality may be found useful :—

Establishment.

1. Is the establishment in due proportion to the income and work to be performed ?

2. Do all heads of subordinate departments keep up and submit diaries ?

Income.

3. Is the income sufficient for the requirements ?

4. If not, is any obvious source of receipt neglected ?

5. Are the effects of any tax injurious to the community ?

6. Do all residents within municipal limits, irrespective of nationality or position, pay full taxes ?

7. Where an octroi tax is levied, are the outposts properly situated ?

8. Has each outpost a standard average of monthly income and list of duties ?

9. Are traders subjected to unnecessary annoyance in the collection of the tax ?

10. Is the system of passes efficient ?

11. Does the system of drawbacks work well, or does the octroi operate as a transit duty ?

12. Do all octroi clerks sleep at their outposts ?

13. What system of supervision is there over collections on market days ?

14. Is the system of collection from outposts one which opens a door to fraud ?

Conservancy.

15. Is the number of latrines, urinals, and dust-bins sufficient, and are they clean ?

16. Is there any deficiency in number of sweepers or plant?

17. Is the trenching of nightsoil satisfactory ?

18. Are house and street drains in a satisfactory condition ?

19. Is the water-supply pure ?

20. Are there proper arrangements for bathing, washing of clothes, and slaughter of animals for food ?

Public Works.

21. Is the income spent for the benefit of the town ?

22. Are there any public gardens and avenues ?

23. Are the most frequented roads kept in proper repair all the year round ?

Miscellaneous.

24. Are encroachments on streets, or buildings dangerous, from liability to catch fire, or for any other reason, allowed ?

25. Do the municipal members supervise their wards and check vital statistics ?

26. Is the system of licensing hackney carriages efficient ?

27. Are all leases of intra-municipal nazul reported for sanction ?

28. Are all houses numbered ?

29. Are the penal clauses of the law intelligently worked ?

30. Are the Government percentages of expenditure exceeded ?

31. Are the contributions to schools and dispensaries liberal ?

32. What system of official supervision is there ?

33. Does the Secretary insist upon seeing everything with his own eyes ?

Chapter 26.

Police.

The administration of the Police Office is to a certain extent a matter outside the District Officer's duties, and the following remarks are therefore confined to the

modified share of the work which, under existing arrangements, alone falls to his share.

The first and all-important desideratum is that there should be cordial relationship and co-operation between the District Officer as Magistrate and Head of the Police, and the District Superintendent, or immediate controlling officer under the Departmental Head.

In certain cases, of course, this advantage may be purchased too dearly by allowing a young and inexperienced Police Superintendent to have complete control of his department, and responsibility for the proper working of the Police is a burden which the District Officer can never shake off. But he may with advantage be careful not to run to the opposite extreme, by vexatious interference with an officer of high reputation and experience. The evil effect of an idea getting abroad among the people, that those who control them are at variance among themselves, will not be counterbalanced by the so-called strong administration of an officer who has everything done his own way.

It is in every way desirable that the District Officer should thoroughly know the *personnel* of his Police establishment. He should particularly know the station officers, but not neglect the almost equally important class of subordinate officers. These subordinates often counteract all the good that an honest station officer does, and a knowledge of their character and operations is a most important part of the assistance which a District Officer can render the Police. It will be rarely that the District Officer will have sufficient time to extend his

knowledge to constables, but he should know generally whether the retention of all officers at their stations is desirable in the interests of the people and of the administration. In this connection it may be remarked that while the retention of station officers, and constables possessed of local knowledge, is, under due restrictions, advisable, subordinate officers will generally employ any influence they may acquire from long residence for evil.

The following subjects for enquiry in reference to the working of Police stations visited may be noticed:—

1. Is reporting faithful, or do the public from want of confidence in the Police try to do *any thing rather than report?*

N. B.—This lamentable state of things is a good deal brought about by the foolish (if not corrupt) conduct of the subordinate officers referred to above. They conduct their enquiries in the most oppressive and insulting manner possible, and rarely, if ever, find out any thing. A complainant, besides getting back nothing of his property, loses a great deal more in feeding the Police, loss of time, &c., and is probably well abused and disgraced into the bargain. What wonder then if he tries to conceal his loss?

2. Is the station officer respected by the people?

3. Has he his chaukidars well in hand, and does he insist upon getting the benefit of their local knowledge?

4. Has he his bad characters well in hand, and is he always informed of their movements?

5. Does he work with or against the officers of surrounding stations and districts?

6. Is he active in his habits, a good horseman, and well mounted, and has he really inspected all his villages himself?

7. Has he divided the whole of his circle among his constables?

8. Does he induce respectable persons to come and converse with him freely, and does he take care that he is alone when thus conversing?

9. Does he make his informers understand that the information they impart will be kept secret, and that they will never be called upon to give evidence against their will?

N. B.—This is, of course, the backbone of a policeman's work. If, in order to work a particular case, he sacrifices the principle, he will absolutely ruin his administration.

Watch and Ward.

The matter of effective watch and ward is one which comes specially within the province of the District Officer. Not only should he ascertain that his thanas are properly allocated, but that all roads, ferries, and other channels of traffic are properly watched and protected.

The allocation of a thana is a matter involving a number of considerations, but, of course, the most important of all is centrality. Besides centrality (the arranging that no village in the district is much more than eight miles away from a Police station), the following matters have to be taken into consideration:—

First.—The importance of the place fixed upon for the Thana itself and the advantages of controlling a turbulent or criminal population on the spot.

Secondly.—The number of roads, and lines of communication, that can be most effectively watched from the place.

Thirdly.—The healthiness or the reverse of the spot chosen.

When the villages subordinate to the station have been chosen it is necessary to determine the number of chaukidars (or village watchmen) who should be appointed to each village. It is obvious that these should bear some proportion to certain average figures. The district average figures for the following items may serve as a guide : number of houses per man; number of inhabitants per man; number of miles to be travelled by each man each night. The most important point in the allocation of chaukidars is to enquire whether they have any physical obstacles to the proper patrol of their beats, as, for instance, impassable rivers or *nalas* to cross in the rains.

General.

The following general points may be noted for a District Officer's enquiries as to his Police:—

1. Do headquarters officials habitually make money by transfers, roster of duty, &c. ?

2. Does the Superintendent of Police leave the Reserve Inspector too much power ?

3. Have the Circle Inspectors their thanas well in hand ?

4. Are they always on the move in their circles, or is their time frittered away in doing subordinate officials' work ?

5. Are they prompt in reporting bad work among station officers, or do they screen offenders ?

6. Are the lines properly situated, with latrines, &c., and clean ?

7. Are the officers and men generally smart ?

The Daily Abstract of Crime.

Having got a good Police force and establishment, and a fairly accurate report of crime, the District Officer ought to find the daily abstract reflect to him, as in a mirror, the state of his district from a police point of view. It will show whether there has been any serious crime which reflects adversely on the administration, or whether there has been an epidemic of crime in any village. The number of crimes, since the year began, should be noticed opposite each village in every abstract. The following questions may be added as a guide to reading the daily abstract :—

1. Has there been any delay in reporting ?

2. Is there any serious crime in the abstract ?

3. Is there any village of small population and importance where more than six crimes have been committed ?

4. Is there any place where more than one crime has been committed during the same night ?

In the last two cases the chaukidars should be called upon through the station officer for an explanation.

In conclusion it may be stated (though the proposition will probably encounter a good deal of adverse criticism) that superior officers of Police should be *held responsible that serious crime is not committed within their jurisdictions.* If they attend to their duties, especially the all-

important one of patrol, the worst criminals will either leave the district, or adopt an honest livelihood. Unpremeditated crime (such as murder) cannot, of course, be prevented; but the occurrence of rioting, dacoity, serious robbery, &c., simply proves mal-administration.

Chapter 27.

Sanitation.

The sanitation of towns and villages is a most important branch of district work, and not as difficult as might at first be thought. It is certainly one that has to be faced, and therefore a few simple rules may be suggested as a contribution towards the literature of the subject.

Health depends generally upon the following conditions: pure air, pure water, wholesome food, proper clothing, and regular exercise. Additional requisites that may be noted are: well-lighted dwelling-houses, situated on high sites from which the water drains off easily and where the surface moisture does not linger; or in other words, the important factors of light, elevation, and soil. It is, however, but rarely that the average conditions of life in India admit of such details being attended to. The circumstances of many parts of Europe, however, show that it is not only Asia which is obnoxious to criticism of this kind. Such minutiæ might with advantage be attended to when a new site is being chosen for human habitation; but we have, from a practical point of view, to consider how to make the best of existing conditions.

Sanitation from a practical point of view may be divided into urban, rural, and intra-domestic sanitation.

For towns, the following rules are offered as having stood the test of practical experience:—

1. All drains should be open, so that they can be flushed with pure water daily.

2. Wells should be built on high clean places with broad platforms, and the upper part of the masonry kept in constant repair, so as to prevent the infiltration of surface water.

3. Bathing should not be allowed on the platforms of wells used for drinking purposes, but, if carried on at all, confined to special platforms constructed away from the wells.

4. Trees should not be allowed near wells used for drinking; or if they must be tolerated, there should be a covering to the well to prevent leaves falling into it and rotting there.

5. Measures should be taken to prevent dirty water from plates, &c., washed at the well falling back into it.

6. *Lotas* full of earth should never be lowered into the well, but the earth rubbed off the *lota* before it is allowed to touch the water.

7. Wells should be thoroughly cleansed at least once a year.

8. House drainage into public streets should be carried out by means of masonry drains leading to a large receptacle, which admits of being constantly emptied and cleansed. The receptacle should be covered over, but the cover should be removeable at pleasure. The great

point to avoid is the contact of the drainage with, and its absorption by, the soil.

9. No waste places should be allowed within municipal limits. If waste places are allowed, it is impossible to keep them clean. The sites, which are usually very valuable, should be let out on building leases, or to cultivators. Ruined houses especially should be levelled and removed, or properly repaired.

10. All unnecessary plants, such as thistles and undergrowths of every description, should be cut and cleared away; as if this is not done it is difficult to tell whether the ground is clean or not.

11. Wherever sewage or other contamination has been allowed to get into the soil, the affected earth should be carefully removed, and dry clean earth substituted for it.

12. Rubbish bins should be situated at convenient spots all over the town, and in sufficient quantity to avoid the collection of refuse elsewhere. Owners of houses should be carefully watched to see that they do not throw their rubbish outside the bin.

13. Latrines should be supplied in sufficient number to obviate any excuse for not using them. The most important point in connection with latrines is that dry earth in sufficient quantity should be supplied, and its use insisted on. The flooring must be such that water does not penetrate. Whenever a bad smell comes from a latrine, it is a proof of defects of this nature in conservancy, and the remedy is not to remove the latrine but to improve the system.

14. Similar remarks apply to urinals: whatever vessels are supplied, should be sufficiently large or numerous to prevent overflowing, and of course all nightsoil trenching must be deep, wells being dug if necessary for its reception.

15. Tanks used for bathing should be kept for that purpose, and no dirty clothes washed, or offensive articles steeped, in them; if possible, a current of running water should be made to flow through the tank.

16. Similar remarks apply, *mutatis mutandis*, to tanks used for the purpose of washing clothes: a stream of running water should be made through the tank, to the cost of which the washermen using the tank should contribute. Of course no offensive article should be steeped in the tank. All tanks should at least be turfed at the sides, if masonry walls cannot be provided.

17. Slaughter-houses should be built away from the town, and provided with roofs and paved flooring, to the cost of which the butchers should contribute.

Rural Sanitation.

The above rules apply to a certain extent to large villages; but rural sanitation in general is, of course, not so complex a thing as that of towns. The following seven rules may be recommended for general introduction:—

1. All rubbish heaps should be removed from the village site and located in places from whence the wind rarely blows. Large holes should be dug to receive the refuse, the earth from the holes being piled on the side, and thrown in from time to time on the top of the rubbish.

2. House drainage should be received in a masonry or earthenware vessel, as in Rule No. 8 for urban sanitation.

3. Special places should be fixed upon to be used as latrines and the nightsoil should be covered over with earth.

4. Wells for bathing and drinking purposes should be separate. See Rule No. 2 for urban sanitation.

5. Piggeries should not be allowed within the village site.

6. Tanks for bathing purposes should be kept clean and walled in, as in Rule No. 15 for urban sanitation.

7. All holes, waste places, and deserted houses should be levelled, built upon, or cultivated.

Intra-domestic Sanitation.

1. Sewage to be prevented from entering the soil.

2. Stagnant water not to be allowed inside the house.

3. Houses to be well ventilated.

4. Cattle not to be kept inside the dwelling-house, or, if allowed, the droppings to be carefully removed.

5. The ground to be hard enough to prevent the water poured on it from entering the soil.

6. Latrines to be kept scrupulously clean, and care taken that they cannot possibly pollute the drinking water.

The following two rules are of universal application :

1. No decaying vegetation should be allowed anywhere.

2. Everyone should sleep as high off the ground as possible.

Suggestions for the Sanitation of Dwelling-houses on the European method.

1. The site of the dwelling-house should be high and so regulated that surface water does not accumulate. A good plinth is very healthy.

2. Trees and shrubs in small number should be planted round the house, but not to such an extent as to impede the free circulation of the air. The lower branches of trees should, with this object, be lopped off, to the height of some ten or twelve feet from the ground.

3. The well should be of solid masonry with a raised and covered platform, and so arranged that water does not accumulate round it. All wells should be thoroughly cleaned out once a year.

4. Stables, fowl-houses, &c., should be kept scrupulously clean, and no droppings, whether solid or liquid, allowed to accumulate. The earth flooring should be renewed from time to time.

5. Nightsoil must be buried in a deep pit and covered over with dry earth immediately. Where latrines are used, an abundance of dry earth should always be at hand for instant use, and the flooring should be solid.

6. At least once in 24 hours the whole house should be opened out so as to insure a current of fresh air right through the building. The time to do this is in the early morning, an hour before sunrise, as then flies do not enter, and it is, besides, the coolest time. Chicks or

bamboo blinds must of course be raised, or a perfectly fresh current of air will not enter.

7. All dirty water should be carried away to a distance from the house by means of masonry drains, which should continually be flushed with pure water. Particular care is necessary that the dirty water of the cook-room should not accumulate. Deodorizers and disinfectants should be occasionally used.

8. Nothing should be allowed inside the cook-house, but what is absolutely necessary for carrying on the operations there, and persons entering it should have previously bathed and put on clean clothes.

9. No decaying vegetables of any sort or kind should be allowed within the enclosure, and all refuse paper and cloth should be burnt and the ashes put into the recognised manure pits.

10. Soiled clothes should be put away in unoccupied rooms and washed as soon as possible.

11. Water for drinking purposes should be first boiled and then filtered.

Epidemics.

On the outbreak of an epidemic the most important thing of all is to isolate the infected spot; no communication should, if possible, be allowed between the infected spot and the outer world. Anyone desiring to pass out from the infected habitation should be compelled to pass through an atmosphere of sulphurous vapor. All material objects, as well as persons, should be similarly disinfected. It will of course be rarely possible to carry

out these measures in their entirety, but sometimes a little apparently unnecessary fuss at the commencement of an outbreak will save an immense deal of money as well as of life. Soldiers taken into cholera camps often carry the disease with them ; whereas if they and their kit were disinfected before going into camp, they would probably find they left the disease behind them. All excreta should be first disinfected and then removed to a distance and carefully buried. Similar remarks apply to vomit. The clothes of all cholera patients should be disinfected and, if possible, burnt. It is safest, likewise, to destroy with fire the rooms in which the cholera patients have been ; but if this is not possible, they should be thoroughly cleansed and disinfected. It is at least indispensable that all earth, on which cholera discharges have fallen, should be dug up and renewed.

Prophylactic Measures.

In all epidemics, strict attention to sanitation is necessary. Diet should be plain and digestible ; long fasts should be avoided, especially when having to pass through infected places. All diarrhœa should be checked at once : for this purpose chlorodine or diluted sulphuric acid and water is useful. During epidemics refuse heaps should be left alone, and water-supply attended to. *The use of wells from which victims have drunk should be stopped.*

This chapter cannot be better concluded than by remarking, that even if the special measures advocated are found impracticable, a certain amout of good can

always be done by what may be called preventive or *ex-post facto* sanitation. Flag out a space within which no nuisance is allowed, and *clean up afterwards*, i.e., when people who will not attend to rules have passed through the area you wish to protect.

Chapter 28.

Stamps.

The administration of the Stamp Department may be divided into the following subdivisions, on each of which a few words are necessary :—

1. Provision for the custody and sale of stamps.
2. Diffusion of a knowledge of stamp law among the people.
3. The inspection of records.
4. The punishment of breaches of the stamp law.
5. Watching fluctuations in sales.

1.—The officer in charge of stamps should arrange for their custody in tin-lined boxes, impervious to the attacks of white ants, rats and other vermin. All higher values of adhesive stamps should be kept in separate envelopes, clearly marked with their values; care should also be taken that stamps are not creased or otherwise damaged.

The officer in charge of stamps shonld have a *stamp map* of the district prepared, showing at a glance where there are arrangements for the sale of stamps. The map will, of course, show clearly whether rural areas are properly supplied, that is, whether every inhabitant

of the district has, as he ought to have, a place at which he can purchase stamps within reasonable distance (say eight miles) of his residence. The map should, of course, have marked upon it all market towns, or places where there is any trade, and the sites where there are facilities for vend will, of course, be indicated by the same sign, say, by a big S. All vendors must keep stamps of every description likely to be required and a sign-board, copy of the Act, &c., as required by Government.

Knowledge of the Law by the Public.

2.—The officer in charge of stamps should see that a short abstract of the Stamp Act is available for reference by the public where required. It might be posted up in bazars, marts, and places where "merchants most do congregate," and it should be in the hands of all Patwaris. The abstract should be trilingual, *i.e.*, in English, Urdu and Hindi, or at least bilingual. Patwaris should be examined, at every opportunity, as to their knowledge of the stamp law, and should never be granted a certificate of fitness, unless they have passed a mild examination in the most important points.

It should also be impressed upon Patwaris that it is their duty to instruct villagers, traders, and money-lenders in the most important points of the stamp law. Besides the public, the officer in charge of stamps has to ascertain that Government officials know and observe the law. It is necessary that all Government servants should be well up in the stamp law, but the following officials more particularly need this knowledge. First,

Record-keepers, and then officials connected with the courts.

3.—The following suggestions for the inspection of record-rooms may be found useful :—

1. Do copies bear three perforations, one on each side of the Queen's head and one in the centre ?

2. Do all other stamps bear two perforations, one on the right side of the picture (and left of spectator) and one in the centre ?

3. Are pieces of punched stamps left adhering to the records ?

4. Does each record bear a list of stamps ?

5. Do copies bear the signature of the attesting officer on the stamps ?

6. Does the Record-keeper's perforation (that on the right side of the picture) bear the date of the operation ?

7. Are court-fees properly calculated in all suits ?

8. After weeding does a certificate of balance of stamps in the record exist ?

9. Are receipts from prosecutors, for property produced in evidence, taken on plain paper ?

10. Are Talbana or process stamps attached to the application for issue ?

11. Are court-fee stamps above Rs. 2 signed by the official vendors, and others by the person filing them, with date of sale or presentation respectively ?

12. Are there any unstamped or insufficiently stamped documents ?

13. Are complainants in criminal cases repaid their court-fees (by fine on defendants) ?

14. Are receipt stamps properly defaced ?

N. B.—If any of the foregoing questions, except 3, be answered in the negative, a fault has been committed, the following officials being responsible :—

The Ahalmad of the Court, 1, 2, 3, 4, 7, 10, 11, and 12.

The Officer in charge of Copies, 1 and 5.

The Court Inspector, 9.

The Officer in charge of Records, 8.

The Stamp Moharir or vendor, 11.

The Record-keeper is, however, responsible for bringing all descriptions of irregularities to light. The following is a convenient form for recording results :—

Number of stamps examined.	Number of serious irregularities detected.	Number of trifling irregularities detected.	Percentage of serious irregularities on total stamps examined.	Percentage of trifling irregularities on total stamps examined.	Officials to blame for serious irregularities.	Officials to blame for trifling irregularities.

Inspections should be made at least once a month, and current files as well as those deposited in the Record-room should be inspected.

Penalties.

4.—In order to ensure the observance of the law it is necessary to stimulate both officials and the public by a judicious administration of penalties ; but it has to be remembered that offences against the stamp law belong to the class styled technical, and therefore the remarks on this subject in Chapters 19 and 25 (Excise and Municipalities) apply.

For officials a book should be kept, in which the names of all found responsible for irregularities connected with stamps should be entered. A small code prescribing the duties of various officials in connection with stamps will be found useful.

The officer in charge of stamps should watch the action of the courts in impounding unstamped and insufficiently stamped documents, and bring to the District Officer's notice any instances of systematic neglect in this respect, which he may discover.

The public should invariably be prosecuted for breaches of the stamp law. The only exception that can be made is, when the offender is so ignorant that his action in breaking the law may be regarded as a pure accident, or when his conduct proves that he had no intention of defrauding Government. In awarding punishment the circumstances of the offender, and any penalty which may already have been levied from him, should, of course, be taken into consideration.

5.—The stamp note-book should contain the average sales of every denomination of stamp for the past ten years for every month of the year. If the Stamp Officer desires to keep a thorough grasp of the administration, he will have the sales for each month written up in this book, as the year proceeds, opposite the average figures. Should, then, any violent fluctuation take place, he will at once be able to localize it, and enquire into its cause. When no special causes can be ascertained for fluctuations, they may be noted as natural, but particular care must be taken to see whether

they correct themselves as the year goes on; and if they do not, there is clearly some cause at work which should be ascertained and recorded. The Stamp Officer should ascertain whether there are any large traders or money-lenders in the district whose operations may be expected to affect sales. Intelligent explanations of fluctuations should accompany the quarterly statements.

Refunds.

Refunds should be freely granted, the District Officer merely satisfying himself that the allegations of applicants are generally correct.

Miscellaneous.

The Stamp Officer should inspect all Record-rooms and the current files of all courts at head-quarters at least once a quarter.

All courts in the interior should be inspected either by the Stamp Officer, or by some one on his behalf, at least once a year. Inspections should include all kinds of courts, civil, military (as Cantonment Magistrates' courts), revenue, and criminal. Results of inspections should be recorded in the stamp note-book, or in a special book devoted to the results of record inspection.

The stamp note-book should contain a note of everything affecting the administration, and especially the results of inspection of all offices and shops, in the interest of stamp administration.

Suggestions for the inspection of Tahsil offices and courts will be found in Chapters 4 and 23.

The following apply to the stamp administration of a district in general:—

Head-quarters Office.

1. Are stamps properly stored and registers kept up ?
2. Are acquittance rolls properly stamped ?
3. Are the stamps counted regularly, and, if so, by whom ?
4. Are fluctuations watched and intelligently explained?
5. Is the stamp note-book properly kept up ?
6. Where are results of Record Inspections recorded ?
7. Is there a stamp map of the district ?
8. Have all officials a small code prescribing their duties ?
9. Is there a book in which all delinquencies are recorded ?

Tahsil Offices.

The first four questions will be found applicable.

Instruction of the Public in the Law.

10. Are any abstracts of the Stamp Act in use in the district ?
11. Do money-lenders and large traders generally know the law?

Record-rooms and Courts.

12. How often have the various Record-rooms and courts been inspected within the year ?

Stamp Vendors.

13. Have all stamp vendors' shops been inspected within the year ?

14. How many have been found properly supplied with stamps, and with copies of the Act, Schedules, &c., properly posted ?

Miscellaneous.

15. Are deeds for pawn of jewellery properly stamped ?

16. Are the proper stamps for bills of exchange used ?

17. Are refunds freely granted ?

Chapter 29.

Summary Settlement and Enhancement of Rent.

Full rules for imposition of summary settlements are contained in Board's Book Circular No. VI, 1. But these rules are a little obscure in parts, and probably the procedure in many districts is very dissimilar.

In some districts the entire papers are prepared by a Kanungo, and a certain percentage only tested by the officer making the settlement ; in others, all fields are inspected by the officer himself. It need hardly be stated that every field should be classified by the officer himself, but it is not necessary that he should test every detail of the Kanungo's measurement, provided he has satisfied himself by testing a sufficiently large percentage of the general accuracy of the whole. For instance, he would probably be able to classify, at a glance, a largish tract of country lying between two definite natural boundaries, *e g.* the present stream of the river, and the high bank in time of flood, and all the khasra numbers belonging to this tract may thus be assessed, on

the basis of their measurements, at the soil-rate in question. If the proprietors object to a lump classification of this sort, the assessing officer should, to satisfy them, inspect all individual fields which they declare to be below the average, and see if they are sufficiently numerous to vitiate the classification. The soil-rate to be applied to the classified land will, in all probability, have been ascertained and recorded by the Settlement Officer; but, if this has not been done, observation must, of course, be made over a sufficiently large area to obviate the danger of error in educing the average rate. The safest way is probably to eliminate from the calculation all figures which are abnormally high or low, and include in the calculation only such as are really average.

An apparently insuperable difficulty is met with when rents are found to be "lump" and not on the basis of soil-rates, but this difficulty can be met by a simple expedient. Suppose the lump rent is Rs. 20, and the holding consists of, say, 20 bighas of land, 10 of first-class and 10 of second-class soil; also suppose the value of the first class soil to be twice that of the second class. The holding then is equivalent to one of 30 bighas of the second-class land, and the rate per bigha for this class will be As. 10-8, that for the first-class being Re. 1-5-4. The calculation will stand thus:—

10 bighas of land at	Rs.	1	5	4	=	Rs.	13	5	4
10 „ „	„	0	10	8	=	„	6	10	8

Total 20 bighas at a lump rent of Rs. 20. Similarly, lump-rents for all kinds of holdings can be made to

yield soil-rates by reducing the holding to, so to speak, lowest terms of soil, and working back to the highest. The educed soil-rates will be applied of course to all *sír* and rent-free lands, and calculations of all miscellaneous items of revenue added, according to the Circular, to produce the gross assets, of which a moiety is to be taken as revenue. Besides the above data, the assessing officer has, as the basis of settlement, the actual recorded assets as entered in the Patwari's papers. If the papers are fairly accurate, these figures may be largely accepted as the basis of the settlement; but if the reverse is the case, or there is any reason to suspect deliberate falsification, they must be regarded, of course, with extreme caution.

The following paradigm or examplar statement is offered as it may be useful to officers doing this kind of work for the first time. It generally appears in the column of Remarks in Statement A, the form in which all summary settlements are reported for sanction :—

"The changes in this Muhal since the last quinquennial "revision have been very great. Besides the area assessed "in 1500 Fasli, the rent-roll of which has not materially "changed, the river has thrown up three distinct classes "of soil, aggregating in area some 50 acres. The first-"class, classified as *Terai*, grows splendid wheat crops, "and Rs. 10 an acre is a fair average, which errs rather "on the side of leniency than otherwise; the recorded "rental cannot be ascertained, as the village papers are "not reliable. The assessment has been made on this "soil at the average educed rate. The second tract of

"land classed *Terai No.* 2 is about 25 per cent. less "in value than the other, it has been assessed in the "same way at Rs. 7-8 per acre. On the third class of "soil, which is sand, melons only are grown, and the "recorded rental may be accepted, and gives an assess- "ment rate of Rs. 3 per acre. The income from grass "has not materially changed. The following table gives "the details of assessment :—

"Assessment of last revision on high lands and jungle pro- "posed to be retained...					250
"Add 25 acres 1st class Terai at	Rs.	10	0	(Rs. 250)	= 125
" „ 10 „ 2nd „ „ „ „		7	8	(„ 75)	= 38
" „ 15 „ „ of melon land at	„	3	0	(„ 45)	= 22

Total Rs. 435."

Enhancement of Rent.

The rules for enhancement of rent are contained in Board's Book Circular No. 5, Department II. The investigation in enhancement cases may be conducted very much in the same way as that above described (in Summary Settlements), and the method of educing soil-rates from lump-rentals is, of course, precisely the same. The labor of investigation may be very much abridged by throwing a large number of cases in the same neighbourhood together. One case may thus be made to decide others, so to speak, and the work of educing soil-rates will be considerably abridged, and at the same time more thoroughly done, if applications are disposed of in groups and not singly. When all the land, in all the suits that are to be heard together, has been inspected and classified, the Settlement Officer's rates for each

class will be compared with those given by the recorded rental, or ascertained rental, of fully-assessed holdings, and it will be easy to deduce fair rates, which can then be applied to each individual holding.

Chapter 30.

Supplies to Camps.

Without entering upon the difficult question of whether supplies should be exacted or not, the following rules, for rendering their enforced collection as little irksome as possible, are offered as likely to prove useful.

General Rules.

1. It is most important that all officers going into camp should give as long notice as possible of their intention to do so, and of the places at which they will require supplies and transport. A week is the very least interval during which supplies can be arranged for, and it should be a clear week, *i.e.*, the notice should be received in the Tahsil seven clear days before the supplies are required.

2. Officers should finish their work in one Tahsil before proceeding to another, as it is impossible to arrange for the attendance of the necessary officials in the camp, if it is moved capriciously from one tahsil to another.

3. Provided they conform to the rules enforced in the district, there is no objection to any officer applying direct to the Tahsildar for supplies, but in that case the

supplies will only be furnished in accordance with the rules, and Tahsildars may be directed either to refuse supplies to those who do not conform, or in case they consider the public service will suffer by their refusal, to give the supplies under protest, reporting the name of the officer, and the circumstances in full, for orders.

4. As soon as possible after the conclusion of the rains, the Tahsildars will prepare lists of prices-current for all the usual encamping grounds in their jurisdiction ; at the foot of these prices-current will be noted all articles supplied free, according to the scale hereinafter to be laid down, and also any article (whether to be paid for or not) which cannot be procured at the particular encamping ground.

5. A copy of the prices-current will be delivered to every officer demanding supplies, and his receipt taken for the same, which will be held to be a recognition on his part of the conditions on which alone supplies will be furnished.

6. The principal native official attached to every camp must be made personally responsible for the carrying out of the rules.

7. Cash payment for all articles supplied must be insisted upon.

The subject divides itself naturally into the following sub-heads—(1) Transport; (2) Major Necessaries which are always paid for; (3) Minor Necessaries which are sometimes paid for and sometimes not; (4) Minor Necessaries which are never paid for; (5) Skilled Labour which

is always paid for; (6) Unskilled Labour which is sometimes paid for and sometimes not. A few words are necessary on each of these heads.

Transport.—It cannot be too strongly impressed upon every officer that all transport should be hired by the month. The following is a list of fair monthly and daily rates:—

Kind of transport.	Monthly rate.			Daily rates.			Remarks.
	Rs.	A.	P.	Rs.	A.	P.	
Camel	7	0	0	0	6	0	
Buffalo	6	0	0	0	4	0	
Bullock	7	8	0	0	4	0	
Pony (1 anna a kos) ...	12	0	0	0	6	0	
Ordinary small country two-bullock cart ...	15	0	0	0 0	8	0	
Large bullock cart ...	7	8	0	0	4	0	Per bullock.

Major Necessaries.—The best method of all is for each officer to carry about a bania with him in camp, and supply him with money in advance to buy up grain at favourable rates. But if this cannot be done, a small advance on market rates must be paid to banias seized and compelled to attend on officers' camps, in order to compensate them for loss of profit and arbitrary disposal of their services; at least if they are required to be in attendance the whole day. Officers must remember that the travelling allowance which is granted by Government is specially intended to reimburse them for these and similar charges. The official in charge of supplies should fix the hours of attendance of the bania, in reference both to his convenience and that of the camp-followers, and should prevent the bania being compelled to hang about the camp all day. The bania should be informed that

if he supplies anything to anybody except for cash down, he does it at his own risk, and the camp-followers should be supplied with small change, and compelled to adhere to the cash rules.

The following articles are always paid for, and Tahsildars are absolutely prohibited from supplying them free :—

Grain and other eatables.
Poultry.
Eggs.
Goats or sheep.
Milk.
Fodder ("bhusa," "karbi," &c.)

Grass should always be paid for if the owner can be traced and is willing to receive it.

Minor Neccssaries.—The following are usually suppliedf ree :—

Straw.
Wood.
Earthen vessels.

The following is a list of quantities per man ; it is a maximum allowance, and should never be exceeded without special reason :—

Straw—1 bundle, not exceeding 15 seers.
Wood—not exceeding 6 seers.
Earthen vessels—2 "gharas" and 2 "handies."
Grass—not exceeding 15 seers.

The officer in charge of supplies should be held responsible for seeing that all supplies are paid for before

the advance camp is struck, and has marched, and must prevent the unseemly scenes, witnessed in too many camps, of the bania hunting out defaulting customers.

Skilled Labour.—It must also be observed that skilled labour, if required in the camp, must be paid for, and the rates should be higher than those of the market, on account of compulsory attendance.

Unskilled Labour.—Unskilled labour required for tent pitching, &c., need not be paid for, especially in estates where labourers of this class receive grants of land in lieu of service. But such labourers may receive a small gratuity at the discretion of the officer in charge of the camp.

Officers cannot be too strongly recommended not to accept offers of horses, elephants, and the like, from persons over whom they have jurisdiction. Such conduct always creates an uneasy feeling in the minds of those who have not such commodities to offer, that their chance of justice is less than that of their richer neighbours. If these things are ever borrowed, the menial servants of the owners should be liberally rewarded, and the animal's food always paid for, at all events if detained more than one day.

The cream of the above rules is contained in the following maxims, and if officers will bear them in mind, much of the hardships resulting from camping will be avoided:—

1. Always give a week's notice.
2. Pay higher rates for compulsory attendance.

3. Insist on cash payments.
4. Never allow the maximum quantities to be exceeded.
5. Put a high official in charge of supply.
6. Always take your transport by the month.
7. Insist upon a patient hearing of all complaints.
8. Do not be too anxious about your own comfort.
9. Never borrow.

Tahsildars will make lists of all things and persons liable to seizure within their jurisdiction, and be personally responsible that they are taken in turn. If this is not done, illegal gratifications for exemption will be taken by subordinate officials.

Chapter 31.

Takavi.

Takavi may be defined as a cash advance to a proprietor or cultivator, to enable him to effect improvements in land, or support himself or his cattle during seasons of distress. Ordinarily advances of the latter description are made under the Agriculturist Loans Act (XII of 1884) in times of famine and scarcity, but advances are also made, in normal years, for the purchase of seed and plough cattle. Advances for the improvement of land are made under Act XIX of 1883, and may take place at any time. Full directions as to procedure under both Acts are given in Board's Book Circular No. 5, pages 60 sqq.,—IV, Part II, and the following remarks are merely transcribed as the results of experience.

Immense diversity exists in different districts as to the granting of these advances. In some the District Officer is beset by applications for advances; in others his great difficulty is to induce the people to come forward and accept the relief offered them by the law. It need scarcely be remarked that this state of things is due to the various methods of procedure adopted. In the former case, loans have been too readily granted, in the latter not readily enough. The object, of course, is to hit the golden mean between the two extremes. It may be remarked that the unpopularity of Government loans in most districts is principally due to two causes:—First, want of discrimination in granting a loan, and secondly, too great rigidity in recovering it. Suppose that advances have been made to a number of persons who had no real intention of carrying out the objects of Government, and that when this was discovered the few persons who desired the money for legitimate purposes have been harshly treated along with the rest in the matter of recovery, it being, of course, very difficult to discriminate after the fact. The result, is that Government advances of all kinds receive a bad name, and are avoided. Another reason for the unsatisfactory progress of work of this description is the too great timidity of Tahsildars in granting these loans; they are nervously afraid of having any but safe debts on their list, and this disposition is too often fostered by the treatment they receive at the hands of District Officers. If the agricultural community are to benefit by these loans, some risks must be run, though, of course, irrecoverable

balances ought to be reduced to a minimum. The following principles are applicable to the three classes of loans alike, *i.e.*, advances in time of famine, for plough cattle and seed, and permanent improvements:—*First*, the most thorough enquiry should be made, before granting any loan of any sort or kind, as to whether the proposed recipient intends to use the money properly. It is not sufficient to enquire whether the applicant is a rich or poor man. If he is a poor man he may nevertheless desire a loan only with the object of squandering it and absconding. Nor is the fact of a man's being well-to-do a sufficient reason, by itself, for either refusing or granting a loan. Although well-to-do, a man may *bonâ-fide* desire an advance for legitimate purposes; or on the other hand, he may desire to borrow money at a low rate of interest, and lend it out at a high one. The obvious conclusion of the foregoing remarks is that each case must be judged on its individual merits. The only questions to ask are:—Does the applicant desire a loan for legitimate purposes? Has he the power to carry out his intentions? *Secondly*, having chosen your recipient, the next thing is to grant him his loan in such a manner as will be really useful to him. In this connection the great object is to make the period of repayment sufficiently large. In the case of a rich man, of course, the loan may be advantageously recovered within a very short period of time; but for the ordinary borrower it is absolutely necessary that the period of recovery should be a lengthy one, at least ten years. *Thirdly*, the money should be advanced to the

recipient in such a manner, and at such a time, as to be most useful to him. This rule can be best illustrated by pointing out the inconveniences which result when it is sinned against. For example, advances are constantly given for land improvements at a time when the improvement works cannot be executed. This, of course, is a direct incentive to the borrower to embezzle the money. *Fourthly*, given a *bonâ-fide* borrower, there should never be any hesitation in granting him time for the repayment of his loan. Similarly there should never be any hesitation in recovering at once all money which has been obtained under false pretences. An exception to this rule is so important that it may be given as a fifth principle. When a *bonâ-fide* borrower has diverted money advanced to him to purposes other than those for which it was intended, it is not to be concluded at once that the money should be taken back. If the recipient has a prospect of getting the money back, and *eventually* spending it on the object for which it was granted, indulgence may still be shown him. As before, the one question to ask is : Will the money eventually be spent on the objects contemplated by Government ? *Fifthly*, all Tahsildars should, during the cold season, previous to the grant of the loans, make exhaustive enquiries on the above principles, as to deserving recipients of takavi. They should know exactly the places in their Tahsils where this loan money can usefully be advanced, the objects on which it should be expended, and the amount of money required for each purpose. *Sixthly*, the money allotted to the district should be

divided over all the Tahsils, in proportion to their requirements; and if any Tahsildar finds that he cannot spend his allotment, it should be reallotted to Tahsils requiring the money. *Seventhly*, if the district allotment is exhausted, and more money can be spent, application should be made for the overflowings of other districts. *Eighthly*, care must be taken that proper interest is charged on all overdue advances.

A few words are now necessary as to two kinds of loan:—

Famine advances.—But little need be said about these advances, as adequate security should always be taken. It may be remarked, however, that report should freely be made for leave to exceed the sanctioned maximum of three years, which appears very low.

Advances for seed and cattle.—These advances are constantly made in a most haphazard way. The bullocks purchased may be hypothecated for the repayment of the loans, and branded as an additional precaution. Enquiries should be made in the cold weather as to the way in which these loans have been utilised. A common system of fraud is for cultivators to send away their bullocks to an accomplice's house, and then pretend to buy them in with the Government loan. These and other methods of deception should be enquired into and checked.

Chapter 32.

Miscellaneous

The following chapter refers to a number of minor miscellaneous matters, arranged as in the preceding chapters in alphabetical order :—

Act XX Towns.

Act XX of 1857 is primarily intended to provide for the watch and ward of those places where the land revenue is not sufficiently large for this purpose. Towns of five thousand inhabitants and over usually come under the Act, and in the larger ones it has become customary to provide funds for useful sanitary and other works within the town, as well as for protection. The income is derived from a house-tax, with occasionally assistance from other sources, such as confiscated market dues. The income from direct taxation is ordinarily assessed by a local Punchayet or Committee. The assessments are usually most unsatisfactory, as the assessing body attempt to throw the whole burden of taxation on the poor. It might be expected that these worthies would favour their friends and rich neighbours, but it will be found that they also strive to exempt the rich as a class. Under these circumstances it is plain that the greatest care is necessary to defeat these machinations. The needs of these towns are practically the same as those of municipalities, but it will ordinarily be impossible to supply them with more than the most pressing wants, such as roads, drains, and perhaps latrines. Well-cleaning should be done by the owners of wells, or when this cannot be

arranged for, by the surplus at the disposal of the town, Tahsildars should know intimately the requirements of all towns within their jurisdiction, and be prepared with proposals for the expenditure of balances. It need scarcely be added that the assessments should be most carefully revised, and measures taken to check the malpractices alluded to above.

Appropriation of Land.

Full directions are given as to the conduct of this kind of work in Board's Circular No. 1, Department VIII. The only caution necessary is to be sure that Government officials are not allowed to understate the value of properties under assessment, under a false idea of duty to their employers. It is much to be regretted that some officials fancy conduct of this kind to be loyalty, the real fact being that no greater injury could be done to the true interests of Government. There may be some difficulty found in capitalizing the value of fractions of land revenue, but full directions are given in Circular No. 2, and nothing further is needed than intelligently to read and carry them out.

Boundary Disputes.

Nothwithstanding all efforts made to ensure the accurate survey of revenue-paying lands, cases constantly occur in which the maps of adjoining villages do not correspond. There are only three satisfactory methods of deciding disputes arising out of these inaccuracies :—

First method.—When one of the two maps is obviously correct, and the other obviously incorrect, any disputes should be decided on the basis of the former.

Second method.—When both maps are incorrect, and possession clear and indisputable, a dispute may be decided on this basis, the party out of possession being referred to the Civil Courts for redress.

Third method.—When both maps are incorrect, and possession cannot be ascertained, the neutral zone given by the superimposition of the maps one on the other must be divided between the contending parties, either in moiety, or in proportion to the area of their respective properties

Buildings and Repairs.

Notwithstanding the existence of the Public Works Department, the superintendence of building work still devolves not unfrequently on the District Officer and his assistants. The following calendar showing the general descriptions of engineering work which should go on at different times of the year, may be found useful :—

Description of Work.	Names of Months in which the work should be done.
Masonry in general. (This should be done as necessity commands of course, but the proper season for pucca masonry is the rainy one.)	July, August and September.
Wood work. (This depends on necessity, but it can be done better in the dry season than in any other.)	From December to June.
Collection of metal for 1st class roads.	From November to June.
Consolidation of metal on 1st class roads.	Generally in July, August and September.
Bridge making	From December to June.
Raising unmetalled roads	From November to March.
Well sinking	From December to June.
Drain making (in dry season) ...	From December to May.

Description of Work.	Names of Months in which the work should be done.
Tank making	From December to May.
Dam making	From December to July.
Ordinary annual repairs to buildings.	Commenced in November and finished as soon as possible.
Execution of petty repairs on 1st class roads. (These should be executed within 36 hours after any holes or hollows appear on the road.)	All seasons of the year.
Repairs to bridges and culverts ...	From November to March.
Repairs to pattris or sidings of 1st class roads.	From November to January.

The following suggestions for testing work may be found useful :—

1. Are the bricks well burnt ?
2. Is the mortar made with good lime ?
3. Is the whole building made according to specification ?
4. Are the spans of arches too wide for safety ?
5. Is the wood strong and free from knots ?

But professional inspection should always be arranged for. The proper season for repairs is after the monsoon. During the monsoon only such work should be done as is necessary to preserve the building from injury by the monsoon rain, and to enable it to be used during the monsoon itself. Tahsildars should be compelled to send in estimates for repairs as soon as possible after the close of the monsoon.

Destruction of Noxious Animals.

Rewards should not be given for the destruction of noxious animals unless there is an appreciable loss of life or property caused by them. Unless strictness of this kind is observed, deception of various kinds will be practised.

Jails.

The Magistrate of the district is required to visit the jail every month. The following questions are suggested as a general guide for this inspection :—

1. Is the discipline good ?

2. Are the scales accurate, and doesthe Superintendent himself inspect the weighing ?

3. Is the conservancy good ?

4. Is the bread clean and pleasant to the taste ?

5. Are the vegetables inspected by the Superintendent before issue ?

6. Is the clothing in good order ?

7. Is the garden properly manured, and the lime-trees watered ?

8. Is the waste land utilised ?

9. Is solitary confinement awarded with discretion ?

10. Are there any under-trial prisoners whose cases have been pending more than a month ?

11. Have any prison officials interest in contracts ?

12. Are the registers neatly kept up ?

13. Are all prisoners who desire it allowed to labour ?

14. Are all fines and punishments entered in character rolls and misconduct book ?

15. Are any articles likely to facilitate escape left about ?

16. Are more than one-third of the guard natives of the district ?

17. Does the Superintendent visit the jail at night ?

18. Is there a written distribution of work ?

19. Are more than the authorized percentage of prisoners employed as jail servants ?

20. Is there any rank vegetation in the enclosure ?

21. Are there any lunatics unnecessarily detained ?

Lunatics.

Lunatics are of three kinds :—

First.—Ordinary lunatics who may be detained by the Police if they are found doing, or likely to do, injury to themselves or others, or to public property. These lunatics should be sent as a rule for the observation of the Civil Surgeon. If they are found to be harmless, such lunatics will be made over to their friends, on their filing security to prevent them from doing any injury. If he is reported dangerous, a lunatic should be sent to an asylum ; but in all cases his relatives (if he has relatives, and they are able to do so) should contribute towards the cost of his maintenance. When a harmless lunatic has no relatives, he may be detained in a poor-house, if he is unable to contribute to his support in an asylum.

Second.—The second kind of lunatic is a criminal lunatic who is under trial for an offence. Under section 466 of the Criminal Procedure Code, the Civil Surgeon must be examined as a witness in the case; and if he deposes that the lunatic is incapable of making a defence, he will be reported to Government under the rules issued under cover of Government Order No. $\frac{99}{VI-274B}$ of 1890. The documents to be forwarded are the same as those to be sent with the third kind of lunatic, see below. It should

be observed that the second kind of lunatic will be detained in the same way as the third kind, viz., as a person who has committed an offence when he was insane, the only difference being that if he subsequently becomes sane he may be put upon his trial.

Third. — Those lunatics who are found to have committed an offence when they were insane. These will be reported to Government with the following papers:— (1) Magistrate's summary, as per G. O. No. $\frac{98\text{-}99}{VI-274B}$, dated 15th January 1890; (2) Abstract of the evidence; (3) Report by the Medical Officer. These documents are described in the G. O. as Form 1 A, C and B respectively. It is, of course, to be understood that the third class of lunatics are only those who are found to be sane at the time of trial. Should they be found insane, they must be dealt with under the rules applicable to the second class. The point to be observed is that the procedure in the District Court is different with the two classes of criminal lunatics,—the one being tried, and the other reported without trial. The procedure in reporting and detention is practically the same in both cases.

Nazul.

The principal points to be attended to in the administration of Nazul properties, or properties of which Government is the owner, are as follow :—

In all cases where the State property consists of land, it will usually be most efficiently managed on the same principles as Court of Wards estates, see Chapter 16.

The points to ascertain on taking charge of Nazul lands are:—How much property is there in the district of this description, and where is it situated? Are the prescribed registers properly kept up? Are there maps of all the property, and are the boundaries properly demarcated? Who makes the settlement of the land, or the property, and who checks his operations? What is the state of the collections? Are all sources of income developed to the greatest extent possible? For what period are leases granted? Could a greater amount be obtained by granting leases for longer periods? Has a proper amount of money been spent in improvements, and have proper efforts been made to develop the property in every way?

What is the state of the balances? Has proper care been exercised in collection? Have tenants been asked to pay at the proper times, when their crops are ripe?

What is the state of the expenditure? Has sanction been accorded to all items? Are unauthorized deductions from receipt ever made and expended without being first credited?

Have all persons occupying Government property been made to pay rent? Are there any unreported occupations?

Can any Nazul land or money be obtained under N.-W. P. Circular 6 (C IV) for public purposes, *e.g.*, station improvements, &c.? Can takavi be usefully given?

When have the accounts been audited, and with what result?

Prices, Crops and Weather.

It has been constantly laid down that Tahsildars should keep the District Officer informed of everything affecting the well-being of the agricultural community. In connection with this duty trustworthy reports of the state of crops, markets, &c., become of paramount importance. It must be ascertained that Tahsildars do not allow any one to play tricks with prices-current. In some districts immense sums of money are made by illegitimate interference with market rates. It should therefore be ascertained that Tahsildars are personally cognisant of the rates they return, and do not depend upon the reports of other persons. Similarly accurate reports of crop outturn should be insisted upon. The unit is usually the circle of the supervisor kanungo. Each of these circles should be divided into blocks of varying outturn according to the facts. The average outturn of the circle can be easily calculated in the following manner:—Suppose the outturn of any particular crop over half the circle to be (say) 8 annas and for the other half 12 annas; then the whole circle will give 8 annas, but in addition half of it gives 4 annas more: the total outturn for the circle is therefore 10 annas. Similar calculations will give accurate average figures, whatever the facts may be. In exactly the same manner the figures for all the circles should be pieced together to give the outturn for each Tahsil, and similarly also the Tahsil figures will give those for the district.

Revenue.

The principles which should govern the collection of revenue have been commented on in Chapter 9 in reference to Tahsildars. The District Officer has, of course, to be guided by similar principles in his own conduct, that is, he must ruthlessly collect wherever default is contumacious, and hold his hand wherever it is due to calamity. The District Officer should take every opportunity of finding out what estates are over-assessed, without letting it be known what he is doing; and he should endeavour to obtain a reduction even during the currency of settlement.

The following is quoted from a previous work by the author:—

"In the most cautious manner District Officers should "make themselves acquainted with the circumstances "of all those estates which require relief and submit "proposals for their re-settlement for longer or shorter "periods. An officer has ready to his hands the most "unerring guide to a generally correct list of such "estates, if he will only utilise it. He must find out "on what properties the demands of the state are habi-"tually in arrears or discharged with difficulty. If such "a result is due to the hopeless impecuniosity or mis-'conduct of the revenue payer, the sooner the estate "changes hands the better, for its real capabilities can-"not be ascertained as it is. If no fault attaches to the "proprietor, and he is not overwhelmed with debt, the "case is plainly one for a relief which ought to be "granted without the least delay or demur."

In collecting revenue the first object is to make the proprietor pay up when he has cash in hand, and to insist upon the Government demand as a first charge on estates; but, on the other hand, care must be taken not to drive the proprietor into the clutches of the money-lenders. As to punitive measures the greatest care is necessary to prevent Tahsildars from themselves employing or allowing others to employ irregular methods of collection. For instance, the quartering of peons or petty officials upon landholders is an abominable system, which should involve the removal from his office of any Tahsildar who permits it. The quartered person, of course, encourages the default, instead of attempting to collect the arrears.

After writs of demand the most effective method of coercion is attachment of movable property. But this, as a rule, should be reserved for the contumacious defaulter and as a warning to others. When resorted to with defaulters who are not contumacious, every effort should be used to prevent the attachment actually ending in sale.

Care should be taken in particular that livestock is left in the custody of the proprietor.

After attachment will follow temporary alienation. This is particularly useful as a guide to the real condition of any estate. Failing satisfaction the severer methods of realization must be resorted to. Under such exceptional circumstances the District Officer will, as a rule, have the benefit of the advice of superior authority before taking action. During the collection of the land revenue a weekly statement of the state of the balances, as

compared with those of the past year and average for five years past, should be prepared and brought up for orders.

Sales.

The execution of decrees of the Civil Court against immovable property is a most important matter, and one that it is to be feared does not receive its due share of attention. The result is that the economical evil wrought by our Civil Courts is unnecessarily aggravated. The first requisite is accurately to gauge the value of the estates to be sold, a work often most perfunctorily performed in Tahsils. Temporary alienations are rarely possible, but what can be done is to see that only such portions of the estate are sold as are necessary to satisfy the decree; and to insist, by judicious postponements and other devices, on getting a fair price.

Treasure Trove.

The directions in the Statute (Act No. VI of 1878) are exceedingly clear and full, but the following points may be noticed :—

1. No interference by the Police is allowable unless the treasure exceeds Rs. 10 (§ 4).

2. Ownerless treasure (that is deposited more than a hundred years ago) should be made over three-fourths to the finder and one-fourth to the owner of the place of finding (§ 12).

3. Treasure deposited less than a hundred years ago is to be treated as ownerless if no claimant appears.

4. Persons claiming treasure trove are to be referred to the Civil Court (§ 8).

5. Treasure trove may be acquired by Government on payment of 20 per cent. above the value of the property (§ 16).

Weights and Measures.

A District Officer will constantly find his subordinates trying to induce him to interfere in the matter of weights and measures. But this subject is one far better let alone until settled by legislation. There is not half as much danger of fraud from a varying standard as might be at first sight supposed : an Indian purchaser is, as a rule, quite able to look after himself.

PART V.
QUASI-OFFICIAL DUTIES.

Chapter 33.
Agricultural Improvements.

The most important thing in this connection is to get up a branch of the Provincial Agricultural Association in the district, and to encourage its members to form little sub-associations, at various places, all over the district, where matters connected with agriculture may be discussed in the presence of the agriculturalists themselves. What is meant is that bodies of actual cultivators should be invited to be present at the meetings, their objections heard to the proposals of the department, and their co-operation invited in carrying out feasible and practical experiments in the neighbourhood. The great mistake which has been hitherto made by the department seems to be

this—the actual cultivator has never been approached direct. All sorts of fancy ideas and implements for the improvement of agriculture have been devised in the office, some of which have turned out to be absolutely useless in practical working. Had the cultivator himself been taken into the counsels of the department, all this waste of energy, or a good deal of it, might have been avoided.

The following subjects seem to have most chance of practical success in India at the present day.

First, the improvement of the breed of plough cattle. Even if nothing much can be done in the way of importing superior animals, there is always an immense field for useful work in trying to overcome the popular prejudice against castration. If the reproduction of species by worn and worked animals could be stopped, a benefit would be conferred on the country of which the extent can hardly be calculated.

Secondly, comes the kindred subject of providing cattle with proper food. This again presents a field of almost unlimited usefulness for our hypothetical village associations. Hardly a village now exists in the thickly populated districts of India which has proper grazing grounds. Government co-operation is, of course, required before any great progress can be made in this matter, as for instance in encouraging the provision of grazing grounds, in the same manner as is done in the case of groves, by exempting the grounds from assessment as long as they are used *bonâ fide* for the purpose for which exempted, *i.e.*, the grass not sold as a commercial speculation.

It is in fixing rules for the regulation of pasture grounds that the assistance of the agricultural community will be most useful. It has to be decided how the grounds are to be prepared for use, the extent to which each member of the community should contribute in labour, kind, and money to the work, what the conditions of use by members of the community and by outsiders should be, &c., &c. Then, of course, comes in work of all sorts in reference to sowing fodder crops for cattle, a subject scarcely touched at all in this country.

Thirdly, may be instanced the selection of seed. This opens up a very wide field for discussion, because the whole question of the seed advanced to the cultivator by his money-lender is intimately mixed up with it. Until the cultivator can be independent of the money-lender, or until the landlord accepts the position of advancing him seed, it is hardly to be expected that he will be able to get a very superior article. There seems no reason why the two subjects should not be considered together as one question. It involves the provision of a kind of cheap sieve to be used for separating the grain.

Fourthly, may be instanced the reclamation of waste ground by sowing babul trees upon it, or in any other manner. The reason why attempts in this direction generally fail seems to be that they (literally) are of too great surface and not sufficient depth. It is necessary to give a complete soil to each tree; that is, earth must be supplied in sufficient depth for the roots to find sustenance, however deep they penetrate. If one tree is planted

in this complete fashion, not only will it probably be a success, but it will lead to others being successfully planted alongside of it, because the decaying vegetation will produce a soil.

Fifthly, may be mentioned all sorts of appliances for irrigation. In this matter, again, discussions of a preliminary nature are necessary as to what are the needs of the country to which the appliances have to come. Wells, dams, tanks, and pumps and other machinery for bringing water to the ground will generally repay any amount of money spent on them.

Sixthly, all kinds of special and superior crops may be introduced with the greatest advantage. Such crops as indigo, sugar-cane, vegetables, special kinds of wheat and fodder, tobacco, &c., may be instanced.

Agricultural Exhibitions.

A most important stimulus to agricultural improvements in any district is to hold periodical exhibitions of produce. The time of year at which exhibitions should be held will vary in every district, but advantage should be taken of religious fairs and other gatherings, so as to ensure a large concourse of people. It is also very important to fix the date for an exhibition so long beforehand that it can be well advertised; a minimum period for this to be done is four months. Small inexpensive bilingual notice bills should be printed and distributed through Tahsildars among the villages and through District Officers in neighbouring districts. Special invitations should be sent to all persons in neighbouring districts

likely to take an interest in the show. Opportunity should be taken of the shows to forward the objects advocated in the next chapters. Full details as to the management of shows and instructions for the guidance of committees will be found in the Vernacular Code or Dastur-ul-ʿamal, published by the Department of Land Records and Agriculture with letter No. $\frac{\text{A}}{4541 \text{ of } 1891}$.

In concluding this chapter it may be mentioned that the one great need of the agricultural community is to be saved from litigation. As a contribution to this object may be mentioned the introduction of counterfoil printed receipts for rent. These should be printed on paper of such a size that when the counterfoil is superimposed upon the receipt, or *vice versâ*, the column for rupees fits exactly on to the corresponding column in the other half of the paper, and similarly for the annas and pies columns. The most ignorant cultivator can then register, with a pin or thorn, the exact amount of money he pays on each occasion, in such a manner that fraud would be impossible. If either party tried to vary the registered payment, the fraud would be detected, instantly, by repeating the process of superimposition.

Chapter 34.

Clashing Religious Festivals.

1. The first thing to do is to find out the acknowledged heads of the rival communities and to be sure that they are really representative persons and able to control the masses.

2. Next these representative persons should be assembled in equal numbers and in an informal manner, and their attention called to the undermentioned principles of conduct :—

(*a*) Highly educated and respectable persons should remember that any exhibition of rancour or ill-feeling towards the followers of a rival religion only brings discredit on their own.

(*b*) By conciliation and yielding to the wishes of their opponents they really consult their own best interests instead of the reverse.

(*c*) On this occasion, therefore, Hindus should voluntarily renounce anything which may give offence to Mohamedans, and adopt any measures that may tend to their pleasure, and Mohamedans do the same for Hindus. *Each party must anticipate the demands of the other and yield them before they are even formulated.* This is all-important.

(*d*) By bearing these principles in mind each party will be able to perform their religious ceremonies, and enjoy their holiday, with the greatest amount of pleasure and satisfaction to themselves and others.

3. Having impressed the above-mentioned points upon the parties present they should then be directed to arrange a programme for the festival, having strict regard to the policy of conciliation enjoined.

4. When the programme has been arranged the heads of the rival communities should be directed to lay their decision before the masses, and obtain their consent to it, and report to a subsequent meeting whether they have

secured the adherence of the entire community to their views or not.

Note.—Any modification of the original arrangements which may be thought necessary, after sounding the views and feelings of the masses, should be given effect to at this second meeting by mutual agreement.

5. At this second meeting the heads of the rival communities should be required to give in lists of the names of any individuals of their respective followings, whom they find unwilling to submit to their guidance, and likely to produce unpleasantness. It need hardly be stated that these persons must be rendered powerless for evil by the action of the authorities.

6. The heads of the community must be made clearly to understand that they will be held responsible for the conduct of all persons not included in these lists; it should be, therefore, carefully impressed upon them that they should thoroughly "feel the pulse of popular feeling" and make quite certain that they can guarantee the people being under their control.

Note.—The directions necessary for carrying out points 5 and 6 should, of course, be given at the first meeting.

7. During the actual processions or other ceremonies, the Police should be kept as much in the background as possible; they should be made thoroughly to understand the programme drawn up by the parties, and should be directed to ensure adherence to it, while at the same time not seeming to take any active part. In order to carry out this principle, it will be best for the Police to remonstrate, in a conciliatory manner, with any individual acting contrary to the programme; and should he persist in

doing so, to take him, with as little show of force as possible, before the nearest Magistrate for orders.

NOTE 1.—It is believed that the foregoing arrangements will ensure the following most desirable results:—

1. The various ceremonies will be conducted with enjoyment to all concerned, and the vexatious interference of the authorities and constant fear of perhaps undeserved punishment will be avoided.

2. Only those persons who are really evilly disposed will be treated as such, because they will be pointed out by the people themselves, and the unmerited disgrace of respectable persons, dragged into disrepute by others whose proceedings they do not really approve, will be obviated.

NOTE 2.—It would appear that the following principles should be borne in mind by Government officials in approaching this subject:—

1. No pains should be spared in inducing the leaders of the community to adopt the conciliatory attitude referred to in para. 2. In carrying out this work it may be necessary to converse with each individual in private, and the result of such an interview may possibly be that certain individuals have to be degraded from the position of respected leaders and relegated to the category referred to in para. 5. But before adopting such an extreme course, it would be well to see if the common sense of his compeers cannot induce an obstructive individual to change his attitude.

2. All interference on the part of authority in the arrangements themselves is to be avoided, if possible, though of course the common sense of the people will

naturally induce them to respect existing customs as far as possible.

3. If the people cannot agree among themselves, it will be better to prohibit the festivals altogether.

Chapter 35.

Social Reform.

Reform societies usually exist, in most districts, in the form of literary clubs. The diffusion of general culture which these clubs may be expected to effect will doubtless have a great indirect effect in bringing about reforms, but there seems no reason why specific efforts should not take place under the auspices of these clubs. The following suggestions for their efforts are offered:—

1. The control of indiscriminate charity.—A committee should be found sufficiently large to catalogue the whole of the mendicants in a place. They should be divided into three classes: First, those who are able to work; secondly, those who are unable to work, but have relatives who ought to support them; thirdly, those who are unable to work and are absolutely alone in the world. The third class alone are the proper recipients of charity, and to them it should be extended in the shape of support for life, and not occasional help; for the first class work should be provided, and in the case of the second, pressure should be put upon the relatives to support them.

2. Reduction of the scale of expenditure, on occasions of rejoicing and mourning.—Each tribe or caste should

be induced to fix scales of expenses for marriages, funerals, and other ceremonies according to their own customs and traditions. They should also be induced to declare whether variation should follow a sliding scale according to income, or be restricted to fixed amounts in definite classes, say, three (rich, moderately rich, and poor). A committee may be formed at head-quarters to stimulate, regulate, and record the doings of these local bodies. Three different systems of record might be adopted by the central body. First, it should record the decisions of the caste punchayats, the scale of expenses arrived at by them, and the names of as many influential persons as possible who have agreed to abide by those decisions ; secondly, it should record the actual expenses incurred under each item by those who have agreed to the decisions of the punchayats, noting whether those decisions have been found workable in actual practice ; thirdly, the names of all persons about to engage in ceremonies might be recorded, and means sought to give them assistance in adhering to a reasonable scale. For this purpose every village or cluster of villages in a district ought to have a punchayat of reference, to whom application may be made for assistance in persuading refractory individuals to agree to reasonable terms, &c., &c.

3. The establishment of Temperance Associations may be encouraged.

4. The delicate subject of female education may be taken up, but extreme caution is necessary if success is desired.

5. The question of the licensing of medical practitioners and of the shops at which drugs are sold may be discussed.

6. Sanitation may be discussed, and practical methods of procedure sought for.

7. Moral, technical, and physical training in schools, with practical methods of introduction, may be discussed.

8. The question of keeping the vernacular languages pure, from the injudicious mixture of English and other words, may be taken up.

9. Early marriages and kindred subjects have not been mentioned, but of course can be taken up if success seems probable.

Chapter 36.

General Principles and Conclusion.

In concluding this little work a few words may be hazarded on the difficult question of the possibility or impossibility of laying down any general principles of civil administration. Even the loudest-voiced of those who affirm the impossibility of such a task, would probably be prepared to admit that there are certain broad principles which must underlie all successful administration. The duties of a Government may, perhaps, be defined as the preservation of public order and health, the protection of the weak against the strong, and the refusal, as a rule, to interfere with the freedom of action of the governed, unless necessary in the interests of these cardinal principles. In fact, it cannot be too emphatically

laid down that all interference with the freedom of human action is of the nature of an evil, and should, therefore, be reduced to a minimum.

It follows that all experimental and ornamental administration, *fads* of all sorts, in fact, are to be avoided and denounced. This conclusion will possibly furnish critics with an argument against the publication of this book, and especially against this chapter being allowed to see the light. But a little reflection will show the fallacious nature of reasoning like this.

If the machine of Government is to work smoothly it must work mechanically; that is, the occasions on which imperfect individual intellect has to operate must be reduced to a minimum. And yet so constituted is human nature, that, if you looked into the hearts of most persons succeeding to a position of high administrative power, you would probably find them looking forward to it principally as a field for the exercise of this "imperfect individual intellect," if you found no lower motives at work there!

It would take too much space to give the whole chain of argument, but the obvious corollary is that all administration should be reduced as much as possible to routine and rule. The only precaution necessary is that it should be clearly understood that the rules are intended only to apply to ordinary matters, and that they are subject to modification should occasion arise.

The usual and most specious objection to this "Reign of Law" is that, by destroying individuality of action, it destroys the personal influence of the ruler.

But this again is an argument unable to bear close examination. There is no chance of self-effacement of this kind destroying personal influence. On the contrary, it will tend to increase the respect of the whole subordinate staff for a chief who voluntarily relinquishes power (or rather refrains from its exercise) in favour of principle, and induce them to a certain extent to follow in his steps. Of course personal influence has to be safeguarded by inflexible *adherence* to principle.

Having decided, then, that everything susceptible of such treatment should be reduced to rule, it remains to consider the principles which should guide the administrator in the numerous cases for which no rule can be laid down ; and it should be noted here that these cases are really so numerous that no one can justly complain of his individuality being fettered by codifying, so to speak, that portion of his work which can be so treated. On the contrary, he will find his work so shortened by the codifying process, that he will be able to give to those matters which he must decide himself, the time and thought really necessary for coming to a proper decision about them.

What then are the principles which should be borne in mind in approaching the purely individual portion of administrative work ? Most thinkers would lay stress upon the importance of *experience*, but even here caution is necessary. No single man's experience, however lengthy, can be an absolutely safe guide for action. It may have been of a singularly one-sided description, even supposing that its results are not coloured by the

observer's subjectivity. True: if the individual can compare his experience with that of a number of others, he will have a good chance of coming to a satisfactory conclusion; and this brings us to the first and most important principle among those which seem to admit of being laid down as axioms of administrative philosophy. But the best way of presenting these will be, perhaps, in tabular form.

First.—Never, as a rule, do anything *new* which has not stood the test of experience. For a young administrator, at least, it will be generally best to allow precedent to be the guide. Under such circumstances the question is, What has been done in the past?

Secondly.—If called upon to inaugurate a new line of action, have a profound distrust of your own ideas as to how the work should be carried out. This self-distrust, it need hardly be added, is not necessarily to be proclaimed upon the house-tops; it is sufficient to feel it. Therefore—

Thirdly.—Obtain the ideas of as large a number of persons as possible as to the advisability of the course you propose to pursue, and the results which will probably flow from it. Here again it is not necessary, if you are a diplomatist, to allow the idea to get abroad that you distrust your own opinion. You should let the persons whose intelligence you tap, imagine they are being cross-examined, instead of being consulted.

Fourthly.—Consider the staff at your command and reflect if the evil to be counteracted, or the good to be gained, is commensurate with the friction which may

result from the unintelligent way in which your intentions may be carried out.

Fifthly.—Find out what the effect of your measures has really been on the people, and, if evil has resulted, *be strong enough to be weak* (or risk the charge of weakness), and unhesitatingly rescind your own orders. You may be the more willing to change the rules because they are of your own making; for

Sixthly.—You should always loyally carry out the measures of your predecessors, if possible, and avoid that undignified and reprehensible contempt for anything originated by another, which so often destroys the confidence of the people in their rulers.

Seventhly.—To carry out the fifth principle it is necessary to have free and unreserved intercourse with all sorts and conditions of men, and to court their free and unreserved criticisms on your official acts. This brings us from maxims of theoretical to those of a practical nature. But before proceeding to consider these we may add a few more to our first category.

Eighthly.—Determine to see everything with your own eyes, and accept nothing at second hand.

Ninthly.—Test the motives of your intended acts, and be quite sure that no personal considerations enter into them.

Tenthly.—Never act in a hurry, and remember that, while judicious action at the right time is not to be undervalued, "masterly inactivity" is, as a rule, far more useful.

Eleventhly.—Never waste time in fighting; and

Twelfthly.—Remember that, as a rule, to choose the proper person to do a thing is more useful than to do it oneself.

Thirteenthly.—Gain the hearts of your subordinates by consulting their personal wishes and feelings, whenever consistent with the interests of the public service.

Fourteenthly.—Be extremely cautious how you appoint, or recommend the appointment of, a personal friend or favourite to the service; and avoid, at all costs, the idea getting abroad that you have sacrificed the claims of local candidates to those of such persons.

Fifteenthly.—In order fully to carry out the eleventh principle learn to view, with perfect equanimity, the reversal of your orders, or opposition to your views, by superior authority. An officer who has the good of the community really at heart, will feel satisfaction rather than annoyance in the reflection that any injustice or mischief caused by his own imperfect judgment can be corrected by control from above. The time wasted by some officers in fighting for what is really a personal matter, but which they persuade themselves into viewing as one of principle, is truly lamentable.

Sixteenthly.—Let perfection be your constant, though always unattainable, ideal; and

Seventeenthly.—Try to diffuse a spirit of thoroughness into the whole administration by exhaustive and exegetic labour on at least a few items of every branch of business.

We now come to the practical methods which a local administrator can adopt to carry out the above principles.

These resolve themselves into devices for bringing the ruler into close personal contact with the ruled, and with his subordinates, with the double object of influencing them through his individuality, and of modifying his action and opinions by an intimate knowledge of theirs.

A District Officer has to aim at combining two opposite and apparently (but not really) incompatible things, a maximum of accessibility to the public without losing the dignity of his office. It does not conduce to the latter end for an officer to be continually allowing himself to be waylaid in the streets, as some do, with the object of cultivating accessibility to the public, nor does it do to run into the opposite extreme of being invisible except upon certain days, a custom which is much disliked by the respectable members of society. To avoid the evils of both extremes, the best plan seems to be, to be accessible for a few minutes at least every day to visitors of position, but to have a set day on which any person, without distinction of any kind, can claim a private interview. It is probable that no principle laid down in the preceding pages will meet with more opposition than this one; it will be said to savour of espionage, to be un-English, and subjected to various similar criticisms. But without some such system, it is impossible efficiently to govern an oriental country. Of course, the utmost discretion is required as to what people are to be encouraged to say, and the answers to be given to them. Of course too complaints should not be encouraged, but at the same time every one should feel at liberty to disclose anything in his mind. On the whole, the best attitude to take up in reference to com-

plaints, which are certain to follow in the train of "unreserved intercourse," seems as follows :—Put off your informant in a careless sort of manner, and tell him, if you like, that should the person he complains of be dismissed the service, he could only be replaced by some one who would probably be as bad, and might be worse. Complainants may also be informed that these private interviews are intended for the discovery of matters affecting the public, and that matters affecting individuals must be brought to notice through the usual channels. Another way of reassuring a hypothetical complainant, while giving him to understand that his complaints can be taken no notice of *as brought*, is as follows:—Explain to your informant that if any action is taken in consequence of what he says, he will incur the lasting hostility of those whose delinquencies he has brought to light : *you* may be removed from his neighbourhood to-morrow, but enemies made like this he will have always with him. At the same time should you hear the same official complained of by a number of persons consecutively, you may take your own method of putting matters straight without letting it be known who has complained ; and this you may tell your informants if it seems desirable to set their minds at ease. One very effective method of putting things straight, without resorting to drastic measures, is to send for the persons complained of without letting the reason of their being sent for transpire. If you question them intelligently in private, you will usually be able to find out, from the demeanour of the accused persons, whether the accusations are true or not. If the accusations appear true, warn

the officials concerned that they must not be repeated. This will generally have the happiest effect, and put the matter straight in the most effective manner possible.

But if this accessibility to "all sorts and conditions of men" is practised in a discreet and intelligent manner, it will generally keep matters straight without anything else being done. The manner in which this intercourse may be most effectually carried out in the camping season has been described in Chapter 14, section 8, and, as above mentioned, during the rest of the year the only feasible plan seems a kind of *Darbar* at short intervals, say, once a week. The system ought to be carried down through all ranks of the service, as far as officers in charge of police-stations. For the last named kind of official it is essential that he should infuse such confidence into his informants that they should know that nothing they tell him will ever be made public without their full sanction and approval. To beget this kind of confidence is, of course, of vital importance to all concerned.

Intercourse with subordinates filling responsible positions, such as Tahsildars and superior Police officers, should be as free and unreserved as that with the people, or else a very one-sided idea of things will be obtained. Subordinates of the lower grades, however, should not, as a rule, be permitted to approach otherwise than through their immediate superior, or consequences detrimental to discipline may ensue. In his intercourse with his subordinates an officer should endeavour to infuse his own individuality into them, and among other lessons of a high standard of duty may be mentioned that of recognising

the superiority of a good name to all earthly possessions. No pains should be spared in explaining to all persons, whether official or non-official, what they find hard to be understood in the relations of rulers and ruled, and of impressing upon them, both by word and deed, the idea that the policy of Government is founded upon "that righteousness which exalteth a nation."

THE END.

APPENDIX I.

Supplemental and Recapitulatory Questions on District Administration.

Establishment.

1. Is there a graded list of officials from which promotions have been made ?

2. Have the claims of Tahsils and other subordinate offices been remembered in promotions ?

3. Is there a faithful record of faults committed by officials ?

4. Is there a list of candidates, and are appointments made from it ?

5. How many relatives of officials have been appointed within the last year, and have they been transferred to other Districts ?

6. Have the registers of all Ahalmads been inspected, and with what results ?

7. Within what period has the work of each Kurkamin been inspected, and what notice has been taken of irregularities found ?

8. Do the Revenue and Judicial Superintendents regularly inspect the work of subordinates, or are they allowed to degenerate into Peshkars ?

English Office.

9. Is the correspondence properly classified and readily traceable ?

10. Is the weeding complete ?

11. What is the oldest pending reference and what is the cause of delay ?

12. How often is the office inspected, and by whom ?

Treasury.

13. What complaints have been made by the Accountant-General against the Treasury, and have the defects pointed out been remedied ?

14. Is the daily audit faithfully carried out, *i.e.*, by checking all entries in the cash book by Tahsil Siahas, schedules and payment vouchers, deducting from the cash book balance those in Sub-Treasuries, and agreeing the balance thus obtained with that shown in the Treasurer's books ?

Vernacular Record Room.

15. Is the current work disposed of daily, *i.e.*, are all misls received in the Record Room posted in appropriate registers, and included in the proper Bastas ?

16. What guarantee is there that records are promptly deposited by all Departmental Clerks ?

17. Is the weeding complete, and are weeders kept to their proper duties, or made to act as assistants to the Record-keeper ?

18. Are there any arrears in the Copying Department, and if so, what is the cause of them ?

19. How often has the Record Room been inspected, and by whom ?

Department of Land Records and Agriculture.

20. Has the Sadar Kanungo a thorough knowledge of the work of all subordinate Kanungos ?

21. Are there arrears in any Registrar Kanungo's office, and if so, what is the cause of them ?

22. Is the register of proprietary mutations for the whole District fairly correct ?

23. Are Supervisor Kanungos employed upon any but their own duties ?

24. In how many Patwaris' circles has work been inspected within the last year, and do the results show progress or retrogression ?

25. Is the Department in charge of a special officer, and if so, what progress has he made in eliminating bad Patwaris ?

26. Is the work of inspection of Patwaris' papers intelligently divided among the officers performing it ?

27. Who inspects the Patwaris' School, and can really efficient instruction in surveying be obtained there ?

28. Have Patwaris intelligible abstracts of laws which concern them and the village community, and do they instruct cultivators as to their legal rights ?

Nazarat.

29. Who inspects the Nazir's accounts and checks his charges ?

30. Are sums received by Money Order, &c., for delivery to individuals, kept with the Nazir, or elsewhere ? And are they all registered ?

Registration.

31. Are all Registration Offices regularly inspected by the District staff, and the results forwarded to the Inspector-General ?

32. Are attesting witnesses professional ?

33. Are documents properly impounded when required by the Stamp Act ?

Tahsils.

34. Have all the Tahsil Offices been inspected by the District Officer, Pargana Officer, Sadar Kanungo, Stamp Officer, &c. ?

35. For what length of time has each Tahsildar been in his Tahsil ?

36. Do all Tahsildars make regular tours, or only go out for special objects ?

37. Are enquiries conducted on the spot, or by summoning parties to the Tahsil ?

38. Are the Tahsildars accessible to the people of their jurisdictions, and do they obtain trustworthy information as to what is going on beneath the surface of things ?

39. Is there a bungalow at all Tahsils ?

40. What system is there of securing prompt replies to orders for enquiries, &c., from Tahsils ?

Pounds.

41. Have all pounds been inspected during the last cold season, and with what results ?

42. Are new pounds required in the District, and, if so, are there any deficit ones which should be moved to other places ?

Arboriculture.

43. What roads have been planted with trees, and what remain to be done ?

44. Who is in charge of the Department ?

45. Is the income increasing ?

Arms Act.

46. Is the number of exemptions and licenses above or below the Provincial Standard?

47. Are the inspections required by the Act thoroughly carried out?

Camp Work.

48. What special duties were performed last year by each officer on tour?

49. Do officers in camp find out and settle disputes in villages and thus prevent litigation?

Camp Supply.

50. Are there any rules in force for supplies to camps?

Communications.

51. Are there any thoroughly reliable contractors in the District, and, if not, could they be imported?

52. Is road-mending begun immediately the rains cease, and is the money spent for the permanent benefit of the people?

53. Are bridges and culverts protected by wooden posts or iron rails?

54. Are protruding stones in metalled roads hammered down to the level of the surface?

55. What rules are there for irrigation channels crossing roads?

Court of Wards.

56. What official supervision is there of Court of Wards work, and are there any estates which ought to be released, or others which ought to be taken under the Court's superintendence?

57. What estates have gone in for agricultural improvements, and with what results?

Criminal Classes.

58. Is there a book of Badmashes?

59. Have all the leaders of criminal gangs in the District been run in; if not, why not?

60. Are there any professional bails in the District, and is their security accepted for bad characters?

Education.

61. Is the District properly provided with schools, and its superior schools with boarding-houses?

62. Does the Inspector of the Circle examine all schools every year?

Excise.

63. Has the Excise Officer an intelligent grasp of the administration?

64. Is revenue, consumption, and illicit sale on the increase or decrease, with causes?

Fairs.

65. What arrangements have been made for fairs?

66. Has serious crime been prevented?

67. Have any accidents taken place at the fairs?

Police.

68. Are reports by the police in nuisance cases and others of a miscellaneous nature (rarely, if ever, made *bonâ fide*) too readily attended to?

69. Are such reports by subordinate officers absolutely prohibited?

70. Are petty thefts sent up to swell convictions?

71. Are the Police circles too large ?

72. Do the statistics of serious crime compare favourably with those of other Districts, where the circumstances are similar ?

Dispensaries.

73. Are the finances in a satisfactory condition ?

74. Are there complaints of paucity of medicines at the dispensaries ; if so, is the real cause the omission to use the medicines provided ?

Judicial Work.

75. Do Criminal Courts aim at settling the matters at issue, or do their decisions open a door to future litigation ?

76. Are tenants' legal rights generally respected ?

77. Is the number of petty cases abnormally large, and are they sent to the Police for inquiry ?

78. Are Amins allowed to classify soils or value property in partition cases ?

Vaccination.

79. Has the Native Superintendent his subordinates well in hand ?

80. Do the District Officers keep vaccinators with their camps ?

81. Have all villages been visited by a vaccinator within the last two years ?

Female Practitioners.

82. Is the District supporting a female medical pupil at any Medical College ?

83. Has there been any attempt to train midwives ?

Municipalities.

84. Is there a proper proportion between income and expenditure ?

85. Are balances unnecessarily hoarded and obvious requirements of the towns neglected ?

86. Are the Heads of the various departments efficient and well spoken of ?

87. What criticisms have been passed on the administration by superior authority, and have they been attended to ?

Sanitation.

88. Is well cleaning habitually attended to ?

89. Is there a sanitary note book, and is it kept up to date ?

Stamps.

90. Is the income under every head of stamp up to the standard of other Districts, where circumstances are similar ?

Takavi.

91. What portion of the District is properly supplied with wells ?

92. Do Tahsildars receive applications for advances, and do they stimulate land improvement within their jurisdictions ?

Act XX Towns.

93. Are the assessments revised on the spot by Pargana Officers ?

Lunatics.

94. Are the rules as to lunatics understood, and where are they detained ?

Nazul.

95. Is Nazul property in the special charge of any officer, and are the accounts kept in English ?

Crops.

96. On what principles are calculations of outturn based ?

Revenue.

97. Are there any over-assessed estates in the District ?

Sales.

98. Who superintends sales, and what efforts are made to obtain proper prices ?

Weights and Measures.

99. Are there any District Orders as to weights and measures ?

Agricultural Improvements.

100. Is there a District Agricultural Association, and, if so, what subjects has it taken up?

101. Have any practical improvements in agriculture been introduced ?

102. Are agricultural exhibitions held ?

103. Are printed receipts for rent in use in the District?

Social Reform.

104. Is there any organised system of charity ?

105. Have any reforms in marriage customs been introduced ?

Famine and Calamity.

106. Has the list of famine relief works been tested, and does it include the raising of all roads in the District which require the process ?

107. Is there any Poor House in the District ?

108. Are there any reserve pastures for cattle in the District ?

109. Are there any over-assessed estates in the District ?

Income-Tax.

110. Have any assessees been sold up for arrears of income-tax ?

111. Is the District assessment on a level with that of others, where the conditions are the same ?

APPENDIX 2A.

Form for List of Officials.

Class I.—English Clerks.

Class II.—Vernacular Clerks arranged according to the Departments mentioned in Chapter I, page 13.

Serial No.	Name of incumbent.	Caste.	Age.	Residence.	Rate of pay.	Date of service.	Examination that has been passed.	Any special ability.	Any relative in the district, with occupation and rank.	Place of service.	Opinion of Officers.	Remarks.
1	2	3	4	5	6	7	8	9	10	11	12	13

Note. I.—Officials on unpensionable posts, if selected for promotion, to appear first on the list of the grade immediately below that to which their salary entitles them.

APPENDIX 2B.

Form for List of Candidates.

N.B.—The names of all passed candidates will appear in Section 2 of every class, from which all ordinary appointments will be made according to place on the list.

1	2	3	4	5	6	7	8	9	10	11	12
Name of candidate and date on which entered.	Age.	Caste.	Parentage.	Residence.	Social status.	Relation in District.	Result of examination in fitness for court work.	Details as to support during apprenticeship.	Property in District and out of District.	Opinion of officers.	Remarks.

Class I.—Special candidates.

Class IA.—Candidates for employments in the English office.

Class II.—Serving or have served.

Section 1.—Passed Entrance examination.

Section 2.—Passed Middle class examination.

Class III.—Responsible apprentices.

Section 1.—Passed Entrance examination.

Section 2.—Passed Middle class examination.

Section 3.—Passed no examination.

Class IV.—Irresponsible candidates.

Section 1.—Passed Entrance examination.

Section 2.—Passed Middle class examination.

Section 3.—Passed no examination.

Class V.—Candidates not attending office.

APPENDIX 2C.

STATEMENT No. P I.

Detail of cultivated lands.

Description or holding.	Goshtadi.	Dumat I.	Dumat II.	Mattiar.	Bhur.	Dhankar.	Total.	REMARKS.
Sir khudkasht ...								
Sir held by under-tenants								
Rent-free tenants ...								
Tenants at fixed rates								
Ex-proprietary tenants								
Tenants with rights of occupancy ...								
Tenants at will ...								
Non-resident tenants...								
Groves								
TOTAL ...								

STATEMENT No. P II.

Detail of uncultivated lands.

Description.	AREA.			Possession.	REMARKS.
	Held by proprietors in common.	Held by proprietors in severalty.	Held by tenants.		
Old fallow ...					
New fallow ...					
Forest ...					
Commons ...					
Tanks ...					
Jhils ...					
Rivers and streams					
Granaries ...					
Graveyards ...					
Kunkar quarries ...					
Burning ghats ...					
Roads ...					
Barren ...					

GLOSSARY.

Name	*Description.*
Abadi	... Village site.
Ahalmad	... Departmental clerk.
Almira	... A chest or book case.
Amin	... Official conducting a local enquiry.
Ama	... Sixteenth part of a rupee.
Arzirsal	... Notice of remittance.
Assami	... Tenant.
Assamiwar	... Held by tenants or assamis.
Babul	... The accacia Arabica tree.
Bahikhata	... Ledger.
Bania	... Flour-seller or petty shop-keeper.
Basta	... Bundle of records.
Berumazsiaha ...	... Money not credited in the public accounts.
Bhang	... An intoxicating drug made of hemp.
Bhusa	... Chaff.
Bigha	... About two-thirds ($\frac{2}{3}$) of an acre.
Biswa	... One-twentieth ($\frac{1}{20}$) part of a bigha.
Biswansi	... One-twentieth ($\frac{1}{20}$) part of a biswa.
Chakbat	... Compact.
Chalan	... Notice of remittance.
Chandu	... A preparation of opium for smoking.
Chaprasi	... Messenger.
Charas	... An intoxicating drug made of hemp.
Chaukidar	... Village watchman.
Chaupal	... Landed proprietor's office in a village.
Chick	... Bamboo blind.

Name.	*Description.*
Chittack	... One sixteenth ($\frac{1}{16}$) part of a seer or $\frac{1}{8}$th of a pound.
Cooly	... Day labourer.
C. Cr. P.	... Code of Criminal Procedure.
Dakhila	... Receipt.
Dakhilabahi	... Receipt register.
Darbar	... A public reception.
Dastak	... Writ of demand.
Deputy Inspector of Schools	... Departmental official in charge of district schools.
District Board ...	... Elected committee for Local Government.
Fasli (year)	... Agricultural year.
Ganja	... An intoxicating drug.
Ghara	... Earthenware water pot.
Ghat	... A bathing or landing place.
Handi	... An earthenware bowl.
Hindi	... The indigenous vernacular of Upper India.
Jamabandi	.. Rent roll.
Jamadar	... Officer of peons or messengers.
Jinswar	... See Khasra Jinswar.
Kabuliat	... Counterpart of a lease.
Kabzulwasul	... Acquittance roll.
Kankar	... Nodular limestone.
Karbi	... Straw.
Kharif	... Autumn harvest.
Kharijaz siaha ...	... Sums outside the public accounts.
Khasra	... Field register.
Khasrajinswar ...	... Crop outturn register.
Khatiuni	... Abstract of account.

Name.	*Description.*
Khetkiat	... Sub-division of fields.
Khewat	... Register of proprietors.
Kist	... Instalment.
Kos	... A measure of distance about two miles.
Kulliat	... General, miscellaneous.
Lambardar	... Representative of revenue payers.
Lota	... Brass drinking pot.
Madak	... A preparation of opium for smoking.
Malguzar	... Land revenue payer
Mali	... Gardener.
Malkhana	... Store-room.
Maund	... A measure of weight containing eighty (80) lbs.
Mauzah (mouzah) ...	... Village.
Mazkuri	... Extra messenger.
Milan	... Sum, correspondence.
Misl	... A record.
Mislband	... File register.
Moharrir	... Clerk.
Monsoon	... Rainy season.
Muafi	... An estate on which the land revenue is remitted.
Muafidar	... Holder of revenue free estate.
Muhal	... Estate under separate engagement for revenue.
Muhalwar	... According to muhals.
Mukhtarnama ...	... Power-of-attorney.
Munsarim	... Office superintendent.
Munshikhana ...	... Vernacular office.
Mutation	... Change of proprietor's name in register
Naib	... Assistant.
Nathies	... Separate bundles of records.
Nazarat	... Office of Nazir.
Nazir	... Office Superintendent.

Name.	*Description.*
Nazul	... Immovable property of Government (strictly in a political sense).
Occupancy	... Exemption from liability to ejectment.
Pakka (pacca or pucka)	... Solid masonry or stone.
Panchayat	... Committee or council of five.
Parwana (purwana) ...	... Official order.
Patwari	... Village accountant.
Peon	... Messenger.
Peshkar (paishkar) ...	... A head vernacular writer or clerk.
Pie	.. Twelfth ($\frac{1}{12}$) part of an anna.
Punch (panch) ...	. Assessor.
Rabi	... Spring harvest.
Rawanna	... Pass.
Registrar Kanungo ...	... Keeper of pargana registers.
Roznamcha	... Diary.
Sadar (sadr or sudder)	... Head-quarters office.
Sadar kanungo ...	... Superintendent of kanungos.
Sajra	... Field map.
Schedules	... Heads of account.
Seer	... A measure of weight containing two (2) lbs.
Sewai	... Miscellaneous item of income.
Siaha	... Sub-treasury account sheet.
Siaha navis	... Sub-treasury vernacular accountant.
Singhara	... An edible water nut.
Sir	... Land in special cultivating possession of proprietor.
Supervisor Kanungo ...	... Superintendent of patwaris.
Tahsil	... A sub-division of a district.
Tahsildar	... The officer in charge of a tahsil.
Tahvildar	... Sub-treasurer.

Name.	*Description.*
Takavi	... State loans for agricultural improvements.
Talbana	... Process fees.
Tari (toddy) ...	... An intoxicating drink made from palm trees.
Terai	... Low-lying lands.
Thana	... Police-station.
Urdu	... The vernacular of India subsequent to the Mohamadan conquest.
Wasilbaki navis ...	... Land revenue accountant.
Zamindar	... Landholder.

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